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ABSTRACT

This document sets forth in English and French the draft recommendation regarding compulsory education proposed for adoption by the Parliamentary Assembly of the Council of Europe. It is followed by an explanatory memorandum that presents findings of a hearing on "The Teacher in Question," held in Vaduz, Liechtenstein, May 12-13, 1985, which provided a platform for discussion on new challenges for teachers and their education. The general verdict that teachers who provide compulsory education are being asked to do too much is accompanied by discussion of the unfair criticisms being made about teachers, components of basic education, a professional approach to teaching, structural measures needed to be taken within the education system to enable teachers to fulfil their role, the need for dialogue, and the need for cooperation on national and European levels. Appendixes (constituting 90% of the document) include the summary of the hearing on "The Teacher in Question." These working papers are also included: "What Is in Question? The Teacher, the School, or Culture Itself?" (de Peretti); "An Assessment of Education in Schools: Employers' Expectations" (de Norre); "The Teacher in Question" (Spruijt-Jaarsma); "The Point of View of School Students" (Organising Bureau of European School Student Unions); "Practical Ways of Improving the Effectiveness of Teaching" (Wragg); "The Point of View of Teachers" (Gevrey); "How To Improve Teaching" (Gattullo); "Teacher Training and Staff Development: Activities of the Commission of the European Communities" (Coyne); "Teaching Quality" (Istance); and "Council of Europe Activity Relating to Teachers" (Newman). Other appendixes include recommendations from the Fourth All-European Conference of Directors of Educational Research Institutions (Eger, Hungary, October 13-16, 1986) and a report on the debate of the Parliamentary Assembly. (YLB)

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COUNCIL
OF EUROPE

CONSEIL
DE L'EUROPE

PARLIAMENTARY ASSEMBLY

Doc. 5670-A

The quality and effectiveness of school teaching

Report
of the Committee on Culture and Education
(Rapporteur: Mrs Hilde Hawlicek)
and documents relating to the debate of 30 January 1987

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Strasbourg 1987

CONTENTS

Pages

I. RESOLUTION 874 (1987) on the quality and effectiveness of school teaching i

II. EXPLANATORY MEMORANDUM, by Mrs Hilde HAWLICEK v

III. APPENDICES

A. Hearing on "The Teacher in question", Vaduz (Liechtenstein) 12-13 May 1985

1. Summary of the hearing 1

2. Documents submitted

- What is in question? the teacher, the school or culture itself? André de Peretti 21
- An assessment of education in schools: employers' expectations, D. de Norre 30
- The teacher in question, Carla Spruijt-Jaarsma 38
- The point of view of school students, OBESSU 42
- Practical ways of improving the effectiveness of teaching, Prof. E C Wragg 43
- The point of view of teachers, M. Gevrey 51
- How to improve teaching, Prof. M. Gattullo . 57
- Teacher training and staff development: activities of the Commission of the EEC, D. Coyne 63
- Teaching quality, D. Istance, OECD 66
- Council of Europe activity relating to teachers S. Newman 71

3. List of participants 77

B. Fourth All-European Conference of Directors of Educational Research Institutions Eger (Hungary) 13-16 October 1986 81

C. Report of the debate of the Parliamentary Assembly Strasbourg, 30 January 1987 85

PARLIAMENTARY ASSEMBLY
OF THE
COUNCIL OF EUROPE

THIRTY-EIGHTH ORDINARY SESSION

RESOLUTION 874 (1987)[1]

on the quality and effectiveness of school teaching

The Assembly,

1. Having noted the report of its Committee on Culture and Education (Doc. 5670) and the hearing held by that committee on "The teacher in question" in Vaduz in May 1986;

2. Convinced of the importance of the quality, relevance and effectiveness of school education as preparation of the individual for life in a competitive society and as a basic condition for our countries to keep pace with economic growth;

3. Considering that education is a particularly effective way of improving inter-community relations and helping young people of immigrant origin to play a part in the society of the host community;

4. Affirming the increasing importance of school education in the face of competing out-of-school pressures on young people and the decline of the educational role of the family;

5. Believing that social change, technological development and the rise in unemployment make necessary the continual re-evaluation of school education (at primary and secondary levels), with regard to the optimal use of resources and the proper preparation of those involved in the teaching process;

6. Noting that educational standards are changing rather than falling, and drawing attention to the professional skills required of the teacher in order to meet these changes;

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[1] *Assembly debate* on 30 January 1987 (28th Sitting) (see Doc. 5670, report of the Committee on Culture and Education).

Text adopted by the Assembly on 30 January 1987 (28th Sitting).

ASSEMBLÉE PARLEMENTAIRE
DU
CONSEIL DE L'EUROPE

TRENTE-HUITIÈME SESSION ORDINAIRE

RÉSOLUTION 874 (1987)[1]

relative à la qualité et à l'efficacité de l'enseignement scolaire

L'Assemblée,

1. Ayant pris note du rapport de sa commission de la culture et de l'éducation (Doc. 5670) et de l'audition sur « L'enseignant en question » que celle-ci avait organisée à Vaduz en mai 1986;

2. Convaincue du fait que la qualité, la pertinence et l'efficacité de l'enseignement scolaire jouent un rôle important dans la préparation de l'individu à la vie dans une société de concurrence et conditionnent la capacité de nos pays à suivre le rythme de la croissance économique;

3. Considérant que l'éducation constitue un moyen privilégié pour améliorer les relations intercommunautaires et faciliter l'insertion des jeunes issus des migrations dans les sociétés d'accueil;

4. Affirmant l'importance croissante de l'enseignement scolaire face aux sollicitations concurrentes dont les jeunes sont l'objet hors de l'école et au déclin du rôle éducatif de la famille;

5. Estimant que les mutations sociales, le progrès technique et la montée du chômage nécessitent une réévaluation continue de l'enseignement scolaire (aux niveaux primaire et secondaire), afin d'assurer une utilisation optimale des ressources et une préparation adéquate des parties prenantes au processus éducatif;

6. Notant que ce n'est pas le niveau de l'éducation qui baisse, mais plutôt l'éducation elle-même qui change, et attirant l'attention sur les qualités professionnelles dont les enseignants doivent faire preuve pour pouvoir répondre à ce changement;

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[1] *Discussion par l'Assemblée* le 30 janvier 1987 (28e séance) (voir Doc. 5670, rapport de la commission de la culture et de l'éducation).

Texte adopté par l'Assemblée le 30 janvier 1987 (28e séance).

7. Believing that, to ensure the recruitment and maintenance of a teaching profession with the motivation, flair and competence required, considerable improvements should be made regarding:

i. teachers' pay, status and conditions of employment;

ii. teachers' working conditions (such as reduced class sizes and ability ranges);

iii. initial and in-service training of teachers;

iv. involvement of teachers in policy discussions affecting the school or curriculum;

v. introduction of new teaching methods on the basis of educational research;

8. Believing that, when designing syllabuses, consideration should be given to the fact that classes can include a large number, and sometimes a majority, of young people of immigrant origin;

9. Underlining the need also for a constructive partnership between teachers, parents and pupils, co-operation between schools and industry and trade unions, and the development of an interactive relationship between the school and the community;

10. Interested in possibilities of further encouraging the performance of teachers through assessment, merit pay and other differentials, but believing that this can only be negotiated when the more basic conditions have been met;

11. Believing that better use should be made of the pool of qualified teacher talent (especially when there are so many unemployed), for example to improve teacher-pupil ratios and to enable teachers to profit from in-service training without disrupting the curriculum;

12. Noting the decision of the Standing Conference of European Ministers of Education to take as the main theme of the 15th Session in Helsinki in May 1987 "New challenges for teachers and their education", and welcoming the considerable preparatory discussion this has involved in both non-governmental and intergovernmental bodies, and notably the 4th All-European Conference of Directors of Educational Research Institutions (Eger, Hungary, October 1986);

13. Recalling its Resolutions 807 (1983) on European co-operation in the field of education, and 866 (1986) on East-West relations,

7. Estimant que, pour faire en sorte que les enseignants nouvellement recrutés ou exerçant déjà aient la motivation, l'intuition et la compétence requises, il faudrait procéder à des améliorations considérables sur les points suivants:

i. rémunération, statut et conditions d'emploi;

ii. conditions de travail (par exemple, classes à effectifs moins nombreux et plus homogènes);

iii. formation initiale et continue;

iv. participation aux discussions de fond touchant l'école ou les programmes;

v. introduction de nouvelles méthodes d'enseignement fondées sur la recherche pédagogique;

8. Estimant que, dans l'élaboration des programmes, on devrait prendre en compte la présence nombreuse et parfois majoritaire, dans les classes, de jeunes issus de mouvements migratoires;

9. Soulignant aussi la nécessité d'un partenariat constructif entre enseignants, parents et élèves, d'une coopération entre l'école, l'industrie et les syndicats, et de l'établissement de relations interactives entre l'école et la collectivité;

10. Intéressée par les possibilités d'inciter davantage les enseignants à l'efficacité par l'évaluation de leur travail, la rémunération selon le mérite et d'autres stimulants, mais estimant que cela ne peut être négocié qu'une fois remplies les conditions plus fondamentales;

11. Convaincue qu'il faudrait mieux exploiter la mine de talents d'enseignants qualifiés (surtout quand autant d'entre eux sont au chômage), par exemple pour améliorer le taux d'encadrement et permettre aux enseignants de bénéficier d'une formation continue sans désorganisation des cours;

12. Notant que la Conférence permanente des ministres européens de l'Education a décidé de choisir pour thème principal de sa 15^e^ Session à Helsinki en mai 1987 « Les nouveaux défis pour les enseignants et leur formation », et se félicitant des nombreuses discussions préparatoires qui se sont tenues à ce sujet au sein d'organismes tant non gouvernementaux qu'intergouvernementaux, notamment dans le cadre de la 4^e^ Conférence paneuropéenne des directeurs d'instituts de recherche pédagogique (Eger, Hongrie, octobre 1986);

13. Rappelant ses Résolutions 807 (1983) relative à la coopération européenne en matière d'éducation, et 866 (1986) relative aux relations Est-Ouest,

14. Invites the Standing Conference of European Ministers of Education:

a. to fulfil its role as an overview body on European co-operation in the field of education, by continuing to review and evaluate the activities of the international organisations concerned with a view to enabling governments to co-ordinate this work more effectively and more usefully;

b. in the context of ongoing European co-operation, to make proposals for specific activities to be carried out by the Council of Europe in such fields as:

i. initial and in-service training of teachers;

ii. assessment of the effectiveness of teaching and training;

iii. intercultural education in the context of fostering better relations between children of migrant origin and the host community;

iv. training of teacher trainers, school heads and education administrators;

v. the development of teacher exchanges in Europe.

14. Invite la Conférence permanente des ministres européens de l'Education:

a. à remplir son rôle en tant qu'organe ayant une vue d'ensemble sur la coopération européenne dans le domaine de l'éducation, en poursuivant l'examen et l'évaluation des activités des organisations internationales concernées afin de permettre aux gouvernements de coordonner ce travail plus efficacement et d'en tirer une plus grande utilité;

b. dans le contexte de la coopération européenne en cours, à faire des propositions pour des activités spécifiques à mener au Conseil de l'Europe dans des domaines tels que:

i. la formation initiale et continue des enseignants;

ii. l'évaluation de l'efficacité de l'enseignement et de la formation;

iii. l'éducation interculturelle, dans le but de mieux encourager les relations entre les enfants d'origine migrante et la communauté d'accueil;

iv. la formation des formateurs d'enseignants, des chefs d'établissement et des administrateurs de l'éducation;

v. le développement des échanges d'enseignants en Europe.

II. EXPLANATORY MEMORANDUM

by Mrs Hawlicek

Rapid technological development and the growth of the media, the economic crisis and unemployment, social change and in particular the decline of the family are factors directly affecting the role of compulsory education (primary and secondary) in member countries. Classes are smaller but their multiracial composition is increasing. Fears of declining educational standards are balanced by a need to re-evaluate what these standards should be. Calls for teacher assessment meet strong opposition from within a profession endeavouring to enhance its social and material status. But it is an ageing profession, and with over two-thirds of education budgets devoted to teacher salaries, governments and tax-payers are asking whether they, and their children, are getting value for money.

These problems are currently being discussed widely at European level. The main theme of the Standing Conference of European Ministers of Education meeting in Helsinki in May 1987 will be "new challenges for teachers and their education". In 1986 related meetings have been held involving non-governmental organisations, the All-European Conference of Directors of Educational Research Institutions, and govermmental representatives. The Assembly Committee on Culture and Education held a hearing on "The teacher in question" in Vaduz on 12-13 May 1986 in order to to provide a platform for discussion of the question at European parliamentary level.

The Vaduz hearing brought together all groups concerned with the period of compulsory education. Teachers, parents, pupils and industry were represented. Experts in teacher training came from Paris, Bologna, Budapest, Exeter and Stockholm. Austria, Finland, Ireland and Liechtenstein were represented by ministry officials. Intergovernmental cooperation was represented from the Standing Conference of European Ministers of Education, the Council for Cultural Cooperation, the Council of Europe, OECD, and (through a written contribution) the Commission of the European Communities.

The conclusions are set out here as a basis for the draft recommendation proposed for adoption by the Assembly. The summary of the hearing and the working papers are appended.

1. General verdict

The general verdict reached in the hearing was that teachers covering the period of compulsory education (primary and secondary) are being asked to do too much. They lack both sufficient recognition of their role and resources for meeting the task expected of them. In addition, it was felt that they should do even more.

2. Criticisms against teachers

Criticisms against teachers seem essentially to be unfounded or unfair.

Falling standards was generally recognised as a fallacy. Standards are changing not falling. Although concern should persist for certain very basic areas (such as literacy), most criticisms of the quality of education do not take account of the qualitative change in the requirements made of education to meet the massive rate of increase in knowledge and the new skills required in reaching it.

Teacher resistance to change was shown to be directly related to lack of provision to enable them to change and develop their techniques. Their resistance to increased extra-curricula activity is similarly to be seen to focus on the lack of acceptable provision (salaries, working hours and personnel).

The criticism that school education was out of touch with reality, and in particular the world of work, was accepted by teacher representatives but felt to be indicative of a lack of flexibility at administrative level and of direct contact between teachers and the other sectors involved.

Teacher representatives at the hearing indicated a willingness to accept changes for more forward looking recruitment and in-service assessment procedures should these reflect proper recognition of the role of the teacher and of the need for provision of in-service training.

3. What should be taught?

With regard to what should be taught as part of basic education, consensus focussed on:

- a basic minimum of relevant factual knowledge;
- a variety of basic skills (reading, writing, numeracy, self-expression, manual skills, artistic skills, music, drawing..)
- further skills and aptitudes; and in particular how to access further information and than make use of it; learning how to learn;
- flexibility;
- ability to work in a group
- social skills.

The rapidly expanding field of factual knowledge militates against continued exclusive reliance on memory. The classroom should take advantage of technological developments permitting access to further information and train pupils to make use of them.

Some committee members pointed out nevertheless the importance of additional personal memory as a plus-factor both for personal enrichment and for job performance.

No one at the hearing actually spoke of learning to be. The capacity for individual development, expression and fulfilment should remain one of the ultimate goals of the educational system. It may be obvious, but should be restated.

4. Professional approach to teaching

Translation of these various and developing objectives into classroom reality requires an increasingly professional approach on the part of the teacher.

A major part of the hearing was devoted to consideration of the training of teachers, their recruitment and their continuous in-service training.

It was recognised that "flair" and commitment was required of teachers (in order to inspire pupil motivation) in addition to academic teaching qualifications.

The difficulty of dismissing teachers for failing to teach adequately was generally regretted. Further investigation is necessary in the field of teacher assessment.

From points made in the hearing a picture can begin to be built up of the requirements placed on the teacher:

- classroom skill (authority and discipline; exegesis; pupil psychology with a view to motivation);
- subject knowledge (interpreting ongoing developments in a subject for the better understanding of pupils and their ability to react to new developments; selectivity of relevant signposts and indications of where to find more);
- social sensitivity (knowledge of pupil backgrounds and other factors such as employment patterns);
- peripheral awareness (understanding of the out-of-school component to the educational process).

Special provision should be made for teaching in socially under-privileged areas (inner cities), multiracial classes, and handicapped children.

5. Structural measures

A number of structural measures need urgently to be taken within the education system in order to enable teachers to fulfil their role.

Teachers must be given an appropriate status in society and therefore receive proper remuneration.

They should be involved as proper partners in policy debates on education (alongside experts, politicians, parents).

They should be accorded time to inform themselves, to experience and digest events in the world around them and their pupils, to participate in the dialogue with parents and administration, and to improve their skills.

There should be better coordination within the education system:

- both vertically within the school
- and between school, research institutes, and teacher training establishments

and outside the system with permanent and adult education.

Teachers should have a right to in-service training and the obligation to follow it. Teacher trainers should have on-going classroom experience and close relations with education research.

6. Dialogue between all parties

The need for a more open and constructive dialogue between all parties involved in education was constantly underlined in the hearing.

It is interesting to observe that this call came not only from teachers, but also from representatives of industry, from pupils and parents. Administrations should be aware of this need and provide for it.

Particular emphasis was also placed on cooperation and solidarity between parents and teachers. The two should reinforce each other's authority rather than compete. Parents and teachers should cooperate in building pupil confidence rather than in destroying it and should act as partners in the education of their children. Parent-teacher associations can moreover help communication between school and the more difficult parental backgrounds. There is a need for continued parent education.

The cooperation of industry was offered and welcomed. It was recognised that basic schooling is more than preparation for a specific employment and that responsibility for this schooling remains with the teachers and the education authorities. The requirements of employment should however be taken into account in general terms: flexibility, ability to work in a group, non-aversion to manual work or to economic activity.

It was also felt relevant and necessary to involve the pupil increasingly in the process of his own education. Preparation for life in a democracy means practice in the skills necessary for contributing to such a society. The example set by the teacher, as also by the parent, is important. More consideration could be given to the progressive development of participation and responsibility within the school system than was considered at the hearing.

7. European cooperation

There is a need for better coordination of work done on this theme on national and European levels.

What seems necessary is a more effective exchange of information to avoid reduplication as stressed in Assembly Resolution 807 (1983); the development of flexible approaches to take account of variations in local and national employment and education systems; and the opening of a dialogue on the subject with Eastern Europe. The 4th All-European Conference of Directors of Educational Research Institutions (Eger, October 1986) has shown that the same problems are being encountered in East European countries (a summary of the conclusions is appended) and, most importantly, that a real possibility of constructive dialogue exists irrespective of differences in political systems. The European Conferences of Education Ministers could provide a framework for such a dialogue as was proposed in Assembly Resolution 866 (1986).

8. Concluding challenge

In the last resort a proper education system calls for proper resources in terms of teaching provision and facilities. This costs money. Education is investment for the future quality of our society and we must decide what we are prepared to pay and for what. It is not a matter of simple economic return. Our children however shall only receive the quality of education we decide they deserve and that depends upon the quality and calibre of the teachers we are able to provide.

III. APPENDICES

A. Hearing on "The Teacher in question"

Vaduz, 12-13 May 1987

I. Summary of the hearing

1. OPENING

Mr Günther Müller, Chairman of the Committee on Culture and Education, opened the hearing, welcomed all the participants and outlined the background. Teaching was one of the most important professions in our society but, at present, criticism and disparagement were being levelled against it: "if it comes to the worst, you can always teach". Yet, in a rapidly changing society like ours, the teaching profession ought to be treated with the special esteem it deserved.

Parliamentarians from the member states of the Council of Europe, experts, parents and pupils, employers, specialist intergovernmental organisations, research workers and observers representing teachers were now meeting in order to initiate a dialogue among the various groups concerned. He drew attention to the opening of a dialogue also with the countries of Eastern Europe and to the Council of Europe's contacts with the All-European Conference of Directors of Educational Research Institutions, which was represented at the hearing.

2. GENERAL INTRODUCTION

Mr de Peretti had devoted most of his working life to schools in various capacities. For many years, as head of the French Institut de Formation des Personnels de Direction, d'Administration et d'Inspection, he had worked in close association with several Ministers. As a member of parliament, he had contributed to drawing up solutions to decolonisation problems, notably as advisor to Robert Schuman. At the Institut National de Recerche Pédagogique, he had directed the department of educational psychology. In the Ministry of Education, he had been asked in 1981 to chair a Committee preparing a general report on the training of education staff and which had begun to be applied from 1982.

As he had pointed out in his working paper (cf. p. 21) teachers were today encountering substantial difficulties due to the revolution in knowledge and the way of thinking. An extraordinary amount of interaction was taking place between different areas (the physicists' "inseparability of phenomena"), new knowledge soon became old-fashioned and structures were changing radically, yet cultural values remained the same. The economic growth of the sixties and seventies had had a knock-on effect in the educational system. Europe had experienced a veritable school explosion. The number of students in higher education and at universities had shot up and this had led to a spate of optimistic promises about changes in quality. The present crisis had reversed the upward trend which had given way to tremendous disappointment. School and teachers had become scapegoats, because everybody felt entitled to have their say on the subject of education.

This situation was an ideal breeding-ground for myths and for reinforcing preconceived ideas. The drop in standards was one of them. It had never been scientifically proved, and might simply disguise divergent modern trends. Young peoples' knowledge was not less than that of the previous generation at the same age, but it was different. For example, there was less emphasis on history, except for economic history, which was arousing increasing interest in educational circles.

In order to make education more suited to the present world, action had to be taken (with the teachers' co-operation and not against their will) focussing on the following three issues:

a. Greater flexibility in institutional education to avoid rigid, repetitive timetables, and replace them with a host of effective alternatives based on research. The same flexibility ought to be applied in the way classes were organised and in the diversification of teaching methods.

b. In-service training of teachers, who could not develop unless they were given support and training. Priority ought to be given to this training which must be in proportion to, and therefore keep pace with, social change and necessitated the co-operation of all concerned.

c. Co-ordination between research, universities, school professionals and all the parties concerned.

3. EDUCATION: IS THE PUBLIC GETTING VALUE FOR MONEY?

Mr de Norre was pleased that industry had been asked to contribute to the hearing. Although his organisation, the Belgian Federation of Enterprises (Fédération des Entreprises de Belgique, FEB), was not a specialist in matters of education, it could nevertheless speak as an observer and "user of the end-product". The FEB's work in this field showed that education and the working world were out of step. Youth unemployment was rising and there was also a direct relationship between the level of training and the likelihood of unemployment.

Referring to his discussion paper (cf. p. 30) he noted that the gulf between industry and school was widening for several reasons:
1. Rapid technological development automatically meant changes in jobs and skills;
2. Technical or vocational education was undervalued;
3. The majority preferred a general education.

Moreover, big companies recruited staff with a very high level of qualifications and only small companies generally asked for lower qualifications. The problem therefore seemed to be more one of quality and effectiveness than of quantity. He endorsed what Mr de Peretti had said about the school's greatest handicap being its lack of flexibility, its inadequate adjustment to its surroundings and its lack of openness. For its part, industry had to take some responsibility for the educational process, although teachers had to be in charge of running this. School ought not to be the servant of industry, but the gap between two entities which knew little about one another had to be bridged.

Only a new-found synergy between industry and school (where the latter would not serve the former) would enable schools to give young people a personality and versatile training enabling them to work in a team.

Mrs Spruijt-Jaarsma, speaking in her capacity as Secretary General of the European Parents Association, agreed with Mr de Peretti and Mr de Norre. As she had said in her working paper (cf. p. 38) many parents criticised teachers constantly, and usually unfairly, instead of discussing the general educational system with them. This extremely negative attitude was due to their conservatism. It was, however, true that changes were sometimes brought about by politicians wishing to leave their stamp on education.

The attitude of parents and teachers had to change, in that the former ought no longer to abdicate the responsibility for the education of children to the latter, but share it with them. As for teachers, they had to stop being distrustful of parents and allow them more influence in schooling, in recognition of the fact that parents had an essential role to play in education.

It also had to be acknowledged that not all children would leave the same school with the same stock of knowledge as they did not all have identical aptitudes and their reactions to the school system could be very different. The chief aim of education had to be to help the pupil realise his full potential and, above all, to guide him towards a career where he would feel happy. On the other hand, it had to be stressed that school was not responsible for unemployment; on the contrary, it could help to smooth the transition to the working world by providing suitable training.

Mr Hallhag described the activities of the Organising Bureau of European School Student Unions, OBESSU. It had been in existence in northern Europe for a long time and was increasing its membership in the Mediterranean countries. It had two aims: democracy in school and education for all.

Democracy in school had to derive from mutual respect. A pupil did not go to school solely in order to be taught, but also to be listened to and to participate in the educational process. Education for all had to meet everyone's need for permanent education and thus relieve youth unemployment. As present society was based on the rapid transmission of information, what was required was a sound general instruction, since education could not keep up with the changes.

There was not much sense in talking about "value for money", because education was not amenable to cost/benefit analysis. Society got the schools it deserved. Sufficient resources were obviously needed and human potential accounted for a large share. It was therefore of cardinal importance to give teachers continual training, as they ought not to act merely as transmitters but as mediators with society. Many young people felt that they had no role to play in present society and, in return, displayed indifference or contempt. This attitude led to a considerable waste of human resources. Despite the challenges of present society and speaking as a student, Mr Hallhag remained optimistic about education and regretted that there was too often talk of a crisis in education (cf. p. 42).

Mr Murphy did not think that teachers were just scapegoats for the crisis but that they were responsible for it. It was therefore up to them to prove that the criticism was unfounded, whether it related to the failure to meet industry's needs, to the lowering of standards, to reluctance to accept assessment, to looking after their own interests rather than those of the pupils or to the lack of co-ordination between the various levels. Furthermore, it was a fact that the working world was not satisfied with the education given. He did not share Mr Hallhag's view of democracy in schools; a pupil could not and should not be placed on the same level as teachers, at least until he came of age.

Mr Günther Müller referred to Mr de Peretti's comments about the explosion of the educational systems in the sixties and seventies. The number of pupils was now dropping and the teaching staff, who had been recruited on a massive scale at that time, was growing older. This situation was extremely marked in the Federal Republic of Germany where there was no room for young teachers. To what extent could one contemplate a system of part-time work, early retirement or sabbatical leave which would gradually help to reduce the number of older teachers?

Mr van der Werff was afraid that the main obstacle was financial.

Mr Cantieni, who had taught for many years, was well acquainted with the problems but had certain questions. Among the majority of teachers he observed a critical, or even hostile, attitude (and one which moreover was becoming ingrained) to industry where they thought power was concentrated. Was it not to be feared that they would pass on this feeling to young people, thereby causing the latter to shy away from modern society? Was not the present plethora of teachers in Switzerland the consequence of our economic structures? While he agreed that a good general-purpose training was necessary, he wondered whether present society could still accept prejudices regarding work which was regarded as low-grade. Lastly, he was afraid that too little attention was paid in education systems to the human approach and mutual understanding and that teachers lacked enthusiasm and commitment.

Mr Jessel said he would like to know the recipe for finding teachers who were a source of inspiration to their pupils. There was too much talk of examinations and qualifications to the detriment of things which were equally important, such as flair or intuition, even if they could not be quantified. How could a willingness to change be generated when it was a well-known fact that teachers felt inferior and that parents were chary of all innovation?

Mr McGuire did not understand the talk of falling standards. His experience as a pupil (he had left school at 14), then as a parent, gave him the opposite impression. More and more young people were going to university, whereas they had been a small minority in his day. He agreed with Mr de Norre that schools ought to keep control of education. Pupils ought to have a better stock of knowledge and careful consideration ought to be given to alternating education with employment/work. Like Mrs Spruijt, he believed that the role of the family and society was still very important. He wondered whether the idea of education for all might not lead to a certain degree of elitism. Moreover, he felt that teachers were sometimes right to be sceptical about rigorous assessment.

Mr Ross said that, at least in the United Kingdom, the surplus of teachers varied greatly depending on the area where the school was located. In densely populated urban areas there was often a shortage of teachers because the problem of discipline made teaching more difficult there. The assessment of teachers had been discussed recently in the United Kingdom. The principle had been accepted, but the practicalities were still a moot point. From his experience, he would also say that children were promising pupils up to the age of 12, when their attitude to school changed.

Mr Woodall shared Mr de Peretti's opinion about the supposed decline in standards. His experience (the same as Mr McGuire's) proved to him that there was no such thing. He was aware of progress in schooling in his region, where education was being offered to far more people with very good results. He emphasised the importance of good teacher/parent relations. Standards had not really fallen, but had been modernised. He mentioned the National Coal Board's efforts to promote education.

Mr Andreas Müller was somewhat uneasy, as he felt that all education was being judged by the same criteria. Basically, more attention ought to be paid to compulsory schooling, as it was not only a preparation for life but also for life at school and, at all events, a crucial period when the teacher's duty was to motivate the children. That was where the whole difference with higher education lay and why discussions ought to concentrate on methods in compulsory schooling and how to make them more effective.

Mr van der Werff observed that some basic skills such as reading, writing and arithmetic were necessary.

Mr Gevrey, who had taught in difficult surburban areas, had noticed that, despite the general impression of an overall glut of teachers, there was a lack of staff in these areas. The general problem was therefore one of making optimum use of resources and meeting existing needs. Furthermore, preparing youngsters for industry was only part of the school's role.

Mr Leitner wondered whether, in the public education sector, it was necessary to arrange for additional training. Experience in his country showed that it was not easy to infuse new blood into teaching, as the profession held little appeal for young people. On the contrary, the remedy might lie in introducing part-time work which would enable young people to teach and acquire experience. At the same time, the changes occurring in basic schooling must be taken into account and a point should be made of defining teachers' tasks and duties and circumscribing their activities.

Mr Pompeo pointed out that his organisation, the European Association of Teachers (founded in 1956), had produced documentation on teaching, notably a European Charter of Teaching (1968) which was well-known to teachers and stated, inter alia, that school was not the only means of imparting knowledge, that full-time attendance at school could be counter-productive and that part of the learning process took place outside in the form of participation in life. In his opinion, the teacher's identity crisis was also due to the lack of co-ordination between different bodies (school and administrative authorities), different levels (primary and secondary) and between the activity in school and the centres of research and training, such as universities. It was necessary to remove the barriers between these categories and replace the sectarian and racist mentality of school life with systematic mobility, both horizontally (school-society) and vertically (nursery school-university). In addition, teachers were being increasingly confronted with "difficult" situations, such as multi-cultural or multi-racial classes. The crisis in the profession was also caused by the fact that it was regarded as second-class and too much was asked of teachers for too low a salary.

Mr de Peretti confirmed that the educational standard had not fallen. Thee were more and more new disciplines and it was becoming essential to make choices. Teachers should not be overloaded: nothing would be achieved by that. Parents and teachers had to work as a team and relations had to be based on mutual confidence and solidarity.

As far as educational assessment was concerned, there were moves in France to call for the assessment of schools and universities - not by way of criticism, but by examining the progress which the institution could make in each field, in keeping with its own identity. No attempt would be made to establish a standardised concept.

He entirely agreed with Mr Hallhag about the importance of mutual respect between pupils and teachers and thought, like Mr Jessel, that candidates' teaching ability ought to be a criterion in recruitment procedures. At a time when there was a large number of teachers and yet the population was decreasing, selection should also take account of a talent for working with young people.

He replied to Mr A Müller that, in France, the answer to the surplus of teachers in the primary sector had been to extend compulsory schooling to the nursery sector. Besides, he did not think that encouraging teachers to take early retirement was a good solution, for it had been shown that successful innovation had often been due to the great experience of certain teachers. Most progress had to be made on methods. It was necessary to work out differentiated forms of teaching and introduce a real system of "educational engineering".

Mr Mihaly would be informing the All-European Conference of Directors of European Research Institutes in Hungary in October 1986 of the results of the present hearing. Although there were certain differences in Eastern Europe, where there was a lack of teachers and no unemployment, the similarities of the basic problem were more significant. It was an oversimplification to suppose that better teachers were the answer to better schooling. The problem should be approached on several levels which included the role of the state, the professional interest of teachers, the involvement of universities and institutes for teacher-training, and the utilisation of knowledge gained from inside the teaching process itself. Different models could be established for teacher training, but the most important factor was to place this in its broader context.

Mr de Norre referred to the comments about the inferiority complex suffered by teachers. The FEB had done a survey on criticisms of teachers among the people concerned - teachers and school staff on the one hand and the administrative staff of ministries on the other. While the first group had been open-minded about criticism, the second had been completely closed, indifferent, even hostile. Thus the shcools' entreaties were met with opposition to progress on the part of the administrative authorities.

Moreover, despite advances in knowledge, the authorities noted growing illiteracy and some people were wondering whether school was able to provide all young people with a basic education. These illiterate youngsters had not the slightest chance of finding work and constituted a threat to society.

Like Mr de Peretti and Mr Gevrey, he thought that the answer to ageing in the teaching profession lay in better use of resources, for example in the new kinds of training required by advanced technologies.

Lastly, he shared Mr Cantieni's fear that teachers might transmit to young people their antagonism to the business world which they did not understand themselves and which scared them. Better co-operation with industry was essential.

Mrs Spruijt-Jaarsma was glad that Mr Pompeo had raised the question of vertical mobility. Parents and children were often terrified by the transition from one level of schooling to another and teachers had to realise this. It was equally important to take account of life outside the school and to keep in contact with day-to-day reality. She also shared the concern for allowing young people to express their ideas and agreed that better use had to be made of resources. There was a danger that more general integrated studies might be rather superficial. She was delighted that in her country, Belgium, contacts between school and the world of business were becoming commoner.

Mr Hallhag found Mr de Norre's idea about a dialogue between industry and school interesting and constructive. Democracy in school was all the more difficult to achieve if teaching was poor.

It was unthinkable today that people could leave school at 14 with a considerable store of knowledge. Lastly, he wondered why the methods used in companies to improve motivation, quality, etc were not applied to teaching.

Mrs Havlicek as Rapporteur summed up the main ideas at the end of the first session.

4. ARE TEACHERS BEING ASKED TO DO TOO MUCH?

Mr Wragg gave an account of his activities as Director of the School of Education at Exeter which was number two in the United Kingdom. The Ministry of Education had put him in charge of a project to train teachers in the new technologies. At the same time, he was chairman of the committee responsible for the BBC's schools programmes and wrote books about teacher training. He stressed that he was also still teaching, for he thought that this was important for someone who trained teachers.

He presented his discussion paper (cf. p. 43) describing the characteristics of the society in which teachers had to work.

That society's activities had changed and diversified considerably. The proportion of people's lives given over to leisure or, to be more accurate, non-working time, would increase still further and the tertiary sector was already experiencing a veritable explosion. New skills would therefore be essential both in work and outside it. In addition, the expansion of knowledge required more flexibility from teachers and obliged both teachers and pupils to learn how to learn and to work in a team. Fully exploiting modern technologies meant interaction with information and computer systems and therefore constituted a real challenge to teachers.

The ageing of the teaching staff was a phenomenon common to most countries, and it was found that most teachers gradually worked out a single technique which they then applied year in year out. It was essential for the teacher to pay attention to the different abilities within classes.

Mr Gevrey presented the World Confederation of Organisations of the Teaching Profession (WCOTP), which had six million members in 150 organisations spread over 90 countries.

Like most of the previous speakers, he was pleased that a distinction had been drawn between education systems and teachers. Were teachers being asked to do too much? Yes, in the light of present training; no, if training were rethought. Yes, if the teacher was regarded as the doctor of social ills; no, if he was regarded as a mediator, a participant in social life.

The problem, as far as teacher training was concerned, was the firmly entrenched idea that teachers were recruited at the end of their university training on the basis of their ability to amass knowledge, to think in the abstract and to master a subject. Too often it was forgotten that education was intended for children who differed very greatly one from another and who were often a far cry from a theoretical educational model.

He referred to the five challenges identified in his report (cf. p. 51) and stated that one of the WCOTP's priorities was in fact to demand that all teachers should receive a more comprehensive initial training which equipped them with the basic skills. These had to include knowledge of the pupil (his physiology, psychological development, geographical and social environment and the difficulties he might experience), ability to work in a team and a knowledge of what was going on outside school through exchanges with the parents. It was also vital for teachers to assimilate various disciplines which might stand them in good stead in the classroom, so that they could pass on the requisite information (from their fund of knowledge about industry) and apply a variety of approaches tailored to the needs of different pupils.

Further training had to remain a priority even if adequate initial training was given. It was a right and also a duty for teachers who, in the WCOTP's opinion, ought not to remain hide-bound and completely inflexible. Another important target was the adaptation of school to working life. The processes involved in this adjustment had to be flexible and, as Mr de Norre had said, the school had to remain in control. A "Japanese-style" system would trap the young worker from the outset in one company which he could never leave. In fact, the things that absolutely had to be learnt had changed. Pupils had to be taught to use the tools needed in today's jobs.

Like other speakers, he thought that fresh thought should be given to the way in which resources were used and surplus staff redeployed in areas where there were still shortages. That required new resources and types of training, with all that this implied for further training. He agreed that it was necessary to introduce greater flexibility in education. Why should a young person who had left school at 15 or 16 not be allowed to go back a few years later? The main purpose was not to think that one could ensure that all young people achieved the same results (this was a noble, egalitarian but utopian myth), but to encourage each one to do his best and fulfil his aspirations, and that was the responsiblity of teachers.

Mr Tummers thought that one of the greatest changes in society was the reduction in working time and the generation of substantial non-working periods, which until now had been called leisure.

Mr Jessel was worried about young people's lack of knowledge, and wondered whether the drop in standards was not being deliberately played down because it had been decided to delegate knowledge to computers rather than teach it. Recently he had found that only three out of five pupils were able to name the capital of Egypt. He found that extremely regrettable, as knowledge enriched life.

Mr Wragg considered that children had to learn what was important, know how to use the tools which new technologies offered and be able to find information for its utilisation when needed.

Similarly, Mr Gevrey agreed that dates should be learnt by heart when their historical meaning was understood.

Mr van der Werff put forward three answers to the question "why does one become a teacher?" Because one wished to be an intellectual, because one wished to pass on one's knowledge to young people and, lastly, because one wished to improve society. In fact, the first reason was the most important for it was at the root of the teacher's desire for independence and his reluctance to co-operate with others. He agreed with Mr Wragg about the management of free time but was aware that teachers were opposed to this interpretation of their duties.

Mr Rauti held that the crisis in education was caused by a radical change in the relationship between school and pupils. In the past, those who went to school were the lucky ones because they escaped work. Today, the alternative to school was not necessarily work, but the whole consumer and leisure society which was often centred on young people. He agreed with Mr de Peretti who questioned the concept of "education for all". This idea was also inherent in what Mr Wragg and Mr Gevrey had said about knowledge alone not being sufficient and school having to help young people to find their way. Personally, he did not think that it was a bad thing to exercise one's memory, which also meant acquiring a historical memory of the society in which the young person was going to live.

Mr Andreas Müller returned to the issue of the type of education. From what he had heard so far, he had the impression that specialist education had been underestimated compared with general education. Yet, in his experience, teachers of specific subjects were generally closer to their pupils and had more influence on them. In Switzerland, for example, the most eminent scientists were often the best teachers.

Mr Istance, representing OECD, outlined his organisation's activities in the field of education. They were mainly concerned with two sectors: teachers' conditions of service and quality in education. He had submitted a paper (cf. p 67)about a meeting on the latter topic which had recently been held in Rome. One of the many points raised there had been whether too much was expected of teachers. The participants at the meeting in Rome had unanimously replied in the affirmative. 15 years earlier the contrary had been asserted, because an attempt was being made to belittle the role and duties of the teacher. There were several reasons for this, the chief ones being the trend on the labour market since the early seventies, pupils not performing nearly as well as they had a few years ago (the number of pupils repeating a year was growing steadily), and disparate groups within classes. All these factors placed a much heavier educational responsibility on the teacher.

Mr McGuire wondered whether education was a vision of the future. If so, what emphasis was placed on the teaching of social attitudes, and secondly, did the experts distinguish between intelligence and learning? Could something be learnt from the system in force in Eastern Europe for dealing with lack of discipline and respect in the classroom? He alluded to the motives for becoming a teacher and wondered if there was any way of spotting young people who had a vocation for teaching.

Mr Pompeo, speaking as a working teacher and as the representative of the European Association of Teachers, explained that, in general, teachers were keenly aware of the issue of their role and efficiency. Sometimes they felt that they were not really earning their salary, while at others, and in particular the (numerous) serious teachers, they were deeply disappointed by an environment which failed to stimulate them. It was regrettable that university experts should be isolated from schools. International organisations had an important role to play in this respect: they ought to conduct psychological surveys of teachers, as individual persons, for they belonged to a group which recieved no guidance and which had few opportunities for community life or for activities outside work. How could they then teach societal life?

School textbooks constituted a further limitation and he would personally like them to be done away with and replaced with scientific manuals, for it was up to the teaching community to fashion its own tools. He would also suggest a system of alternating periods of work at school and work outside, therby increabing mobility and contact with life in order to abandon theoretical didactics and make teaching more effective.

He was not in favour of reducing the excess number of teachers through sabbatical years or early retirement, but rather through regular periods of in-service training during which they could be replaced by other teachers.

Mr Andreas Müller underlined the importance of a good grounding of factual knowledge.

Mr Wragg, replying to Mr van der Werff, said that in his opinion people chose to become a teacher in the same way as they might choose another job, but this did not necessarily mean that they wanted to be regarded as intellectuals. As far as non-working time was concerned, an experiment in a community school in the United Kingdom had shown that it was possible to offer any form of learning to young people as well as to the elderly. With regard to exercising memory, he agreed that children should not become dependent on data-processing media, but that memory should be exercised intelligently and actively so as to permit access to the prodigious memories that the new technologies offered us.

As far as specialist education was concerned, a matter raised by Mr Andreas Müller, he thought that the present tendency was to try to persuade teachers at all levels to specialise and to enable them to vary their approach according to the situation.

He shared Mr McGuire's view that the learning of social skills was increasingly important. To this end, the elderly and even the very old had a very important role in society at present for they were still in possession of all their mental and intellectual faculties. Education had to be provided for the whole community and school buildings should be used outside school hours.

As for intelligence, studies showed that the ability to learn (at all ages) was influenced by a number of factors, the most obvious of which was intelligence, but imagination, creativity, etc had also to be taken into account.

Personally, he thought that the countries of Eastern Europe were experiencing more or less the same difficulties in education and that the problem of discipline, which was so often mentioned, was exaggerated. In the United Kingdom, for example, the young people who ran wild on the terraces at the weekend were often very restrained at school for the rest of the week.

He endorsed Mr Pompeo's idea that there should not be complete dependence on school textbooks, and favoured a more active style of teaching. But that needed time. At all events, care should be taken not to produce a uniform image of knowledge by using a single source of information.

Mr Gevrey agreed with Mr Wragg. There were many reasons which affected a person's choice of profession. Ad hoc training (in addition to training courses), which would make it possible to ascertain each person's qualities, was being demanded precisely in order to eliminate the random element from this choice. As in other walks of life, the teacher could no longer work in isolation as he used to do, but had to join in a team effort.

Specialist education had not been underestimated. When Mr McGuire spoke of intelligence and learning, he had put his finger on the dichotomy between the learning of important subjects and the rest. In his opinion, manual and technical subjects should be taught to all pupils.

Although he acknowledged that too much importance was attached to schoolbooks and that they were becoming a vademecum which saved the teacher from thinking for himself, he believed that they might be used as one of a range of tools at the pupils' disposal.

He was in favour of greater participation by the universities and of co-operation between them and teachers.

5. WHAT PRACTICAL MEASURES COULD BE TAKEN TO IMPROVE TEACHING?

Mr Gattullo stressed, as he had done in his discussion paper (cf. p. 57) the importance of training to improve teaching and regretted that, as little research had been done in this field, it was impossible to obtain the results which could be expected. Going back to what had been said about pupils' attitudes, he felt that the school's role had to extend beyond the mere task of learning and teachers ought to receive specific training about pupils' attitudes. Unfortunately, many changes in methods and attitudes were ill-received by teachers who clung to and were reluctant to change their behaviour and tactics as worked out "at the chalk-face". It was therefore a matter of giving all teachers at all levels a specific training for the accomplishment of their professional duties. The university's role in initial and further training was of paramount importance. The latter form of training could be effected only by informing teachers about research in the educational sciences.

Mr Wragg presented the section of his discussion paper relating to teacher training (cf. p. 45) He insisted on the need for classroom skills, on teachers analysing the task set children, on school responsibility for developing professional teaching skills, on the need for children to develop social skills and learn how to learn. Teachers needed to be trained in the imaginative use of new technology. Priority should be given to the development of local community education policies.

He added that, in the United Kingdom, local authorities were responsible for adapting teaching to the specific needs of the region. Teachers were increasingly selected on the basis of criteria which gave a measure of the applicant's aptitude for teaching. As far as assessment was concerned, he said that a council responsible for supervising and assessing training establishments had recently been set up (CATE). On the other hand, HM Inspectors, who were answerable to the Crown and not to the government, were responsible for checking teaching and training standards.

Mr McGuire wished to know what percentage of teachers in Italy had received a university training and whether teachers could be dismissed. He also wondered if the teaching profession was generally underpaid because the majority of teachers were women. Lastly, he asked Mr Wragg whether any figures existed on the pass rate in the examination to recruit teachers.

Mr Mezzapesa thought that teachers' resistance to change was due to a certain degree of laziness and to a sense of frustration. But there was also a third reason: the teacher was convinced that he was the guardian of knowledge and moral values. Consequently, he was slow to awake to changes and wary of any innovation. He wondered whether, in order to overcome this attitude, teacher training should not only be factual enrichment but should also be conceived in terms of the educational methods on which the teachers' efforts had to be based. Some training and retraining courses which had been given in the past were proving useless or inappropriate today, for what counted nowadays for the teacher was much greater familiarity with social, political and economic reality. To this end, it was necessary to work towards decentralisation and commitment on the part of universities and local authorities.

Mr Woodall wondered whether a teacher in the United Kingdom could be dismissed for incompetence.

Mr Ross referred to the teaching profession's lack of prestige. In the United Kingdom, teachers' pay had recently been the cause of bitter disputes during which teachers had refused to carry out non-teaching duties. He wondered how teachers' morale could be restored, and how good teachers and specialists who had left the profession could be attracted back into it.

Mr Cantieni said that teachers ought to have more time to prepare their lessons and be able to help children acquire and digest knowledge from outside school.

As far as teacher resistance to changes was concerned, Mr Andreas Müller thought that a research worker ought not to introduce patterns of change which forced the teacher to abandon his own methods. On the contrary, he should be allowed to create a model and modify his tactics himself. He wondered whether training had to be of the same standard for all teachers.

Mr Wragg said that in the United Kingdom a teacher could be dismissed, but it was very rare as serious grounds were needed and the procedure was expensive. As far as recruitment was concerned, the failure rate in the United Kingdom had gone up by 10% compared with the sixties, but part of this figure covered people who dropped out before the end of their training.

In reply to Mr Mezzapesa, his experience had shown him that teachers' resistance to change could be influenced, and therefore reduced, by training. Teachers could be co-operative if they were given sufficient know-how, teaching aids, etc.

Regarding the social standing of the profession, he observed every day that teachers, at least in the United Kingdom, were extremely demoralised. The most talented were leaving the profession for other sectors where they would be better paid. Salaries had to be more tempting, even if it was impossible for them to be equal at all levels. Teachers had to be involved in decision-making and have more time outside school.

Mr Gattullo referred to the Italian Act of 1973 in which it had been decided that every teacher must have had a full university training. This law was not yet being applied, because the new structures it required were still lacking. At present, in Italy, teachers in primary schools were not university trained, while secondary school teachers had received higher education but no specific preparation for teaching. Italian teachers were civil servants and could not be dismissed except on very serious disciplinary grounds. The percentage of women in teaching in Italy varied a great deal: 99% of the staff in nursery schools were women, whereas they accounted for only 5% of university lecturers.

He agreed with Mr Mezzapesa that it was crucial to decentralise further training, but this was difficult because of relations between the ministries and the region.

He gave an example of teacher resistance to change. In Italy, the teaching of mathematics and natural sciences in secondary education was open without distinction to people who had read mathematics, biology or natural sciences. People with a degree in mathematics who had never taken a course in biology might have to teach this subject. The same was also true of people who held a biology or natural science degree but had never attended a single mathematics lecture in the whole of their university career and yet taught this subject. It was plain that, after ten years in teaching, both groups would be very cautious about retraining courses and a change in their teaching approach. Moreover, he noted that there was no university course on assessment and so teachers had to develop their own methods of appraisal, which made them unwilling to accept instructions from outside.

With reference to Mr Ross's comments, he did not think that there was a lack of regard for the profession, at least in Italy, but teachers themselves believed that they could perceive a lowering of prestige. This situation could however be improved by a more professional approach to teaching. It was interesting to record that some university courses (mathematics and physics) offered specialisation in addition to the general syllabus. In competitions to recruit teachers no account had been taken to date of the type of studies chosen at university.

He was grateful to Mr Cantieni for raising the question of the time factor. No account was ever taken in the school curriculum of the child's individual development or of what he derived from life outside the school.

He replied to Mr Andreas Müller that the responsibility of teachers in nursery schools and in schools at higher levels was in his opinion qualitatively identical.

Mr Pompeo did not share Professor Gattullo's opinion about teachers' rejection of training and further training. He thought that the reason lay in bureaucracy, in pressure caused by the hours teachers had to work and in the abstract nature of the proposed courses. He also disagreed with Mr Mezzapesa on the updating of knowledge, which ought to be left to the individual.

Mr Jessel wondered whether teachers' nervous attitude to criticism was not due to the fact that most teachers were women who, in general, were more sensitive in this respect.

Mr van der Werff and Mr Gevrey disagreed. Mr Gevrey pointed out that one of the sectors where progress was most marked was the pre-school sector, where 90% of the staff were women.

Mr Gattullo replied to Mr Pompeo that surveys since the sixties had revealed that teachers were wary of change. Italian teachers had no didactic training and 99% of them were using out-of-date methods. Young teachers, on the other hand, were more open to change. About 30% of teachers in service who had been asked to follow courses were totally opposed to the idea. In fact the fault lay with the educational system rather than with teachers, for education was still in the hands of the administrative authorities.

For Mr Woodall the whole question of teachers, training, education and the way decision-making should be handed to teachers was still unanswered. There was nothing new about this. In the light of his own experience, he thought that those young people who chose the teaching profession did so because they were convinced that it was an easy, well paid job.

Mr GÜnther MÜller believed that, contrary to what had happened in the past, teacher training was now a priority issue and that there was much more concern for quality rather than quantity in education.

Mrs Fischer said she had taught for 17 years and, as a woman, wished to talk about the feminisation of the profession. It was possible to link the high percentage of women in the primary sector to the fact that this level of education was closely connected with bringing up children whereas, at the next level, education focused on the acquisition of knowledge. Another reason for this feminisation was, perhaps, also the fact that women regarded the teaching profession as a possible means of reconciling working and family life. She hoped that the Standing Conference of European Ministers of Education would examine this aspect of the question.

Mr McGuire inquired what the experts thought about the efficacy of associations which brought teachers and parents together on school premises. Personally, he regarded them as very useful, for they had the advantage of involving the two sets of key persons for the pupil: they enabled parents to understand the difficulties encountereed by their children before it was too late and teachers, for their part, could compensate for parental shortcomings.

Mr Wragg did not share Mr Woodall's opinion that teachers chose the profession for the sake of an easy life: on the contrary, it was a very tough job, especially when the teacher was confronted with social problems.

Like Mr McGuire, he thought that parent-teacher associations were crucially important and had been working fairly well after the sixties when there had been frictions. Parents were often interested, but not well enough informed and they had to be more closely involved in the educational process.

Not all teachers were reluctant and slow to react to social change; in some cases they had moved faster than other circles. In the United Kingdom, for example, the introduction of the metric system or of computers had been assimilated much more quickly in educational establishments than in industry.

Mr Gevrey considered that one of the reasons for the growing percentage of women teaching in primary schools was the pay scales. In France, since salaries had been reviewed in nursery and primary education, the number of male applicants had risen. Parent-teacher consultation could be extremely valuable. Parents had a dual role: as representatives of a community actively participating in the management of the school, and as individuals following their children's studies. In this context, it had to be said that teachers had the greatest trouble in establishing contact with the parents of problem children, ie the very people with whom consultation was most important.

Mrs Spruijt-Jaarsma welcomed the support of parents at school but stressed that associations had to comprise both parents and teachers. Unfortunately, many teachers were afraid of parents associations, believing that they existed only in order to criticise or spy on them. She emphasised the role that these associations could play in improving dialogue with the parents of pupils experiencing difficulties.

6. EUROPEAN CO-OPERATION

Mr Lundgren worked at the largest teacher-training centre in Sweden. He was also the main rapporteur for the next session of the Standing Conference of European Ministers of Education which would be held in Helsinki in 1987. The comments he had heard resembled the current findings of international conferences throughout the world from Sweden to Australia.

Interesting changes had taken place in the last twenty years. Previously equality had been the watchword, now it was the quality of education. In the forties, 8% of children had gone on to higher education at the end of compulsory schooling; the figure was 80% now. Unfortunately, this phenomenal expansion had not been matched by changes in classroom methods. In most countries, learning and merely "trotting out" facts was still the rule, yet substantial changes had occurred in attitudes to education and in the latter's relationship with the world of work. The result was a deep-seated distrust of education and of the teacher, reflected in two opposing currents of opinion: a return to the past (overlooking the fact that the sixties and seventies had been a time of labour market expansion and career openings for everyone) or radical modernisation. The matter required serious thought.

The attitudes of the various groups concerned with education had changed. Associations of parents, teachers or others brought pressure to bear on those taking decisions. An attempt was being made to set education more, if not too many, goals and there was a general tendency to hold education responsible for all the ills, which was leading to a discussion about a crisis in education which might have dangerous consequences. He was personally convinced, on the contrary, that the system was working fairly well, but that the real crunch would come in the future: education had to evolve to cope with difficulties which were already looming and which would become worse, such as what to do about migrant workers' children and problem children (the handicapped, drug addicts, misfits, etc).

As far as training was concerned, he thought that initial training and the way that teachers were recruited were unresolved problems. The sum of knowledge and information which each day brought was vast; ways therefore had to be found of using this knowledge and of setting priority goals. For example, the question of school textbooks could be solved by the new technologies. School had to keep in touch with the outside world and concern itself with current affairs.

In his opinion, it was wrong to proceed on the assumption that schools were at present doing what they could; thought had to be given to the future, especially to curricula, flexibility and problem children.

Mr Leitner welcomed the links between parliamentary, ministerial and intergovernmental levels. The CDCC project on primary education followed on from that on preparation for life and would thus contribute to co-ordination between the levels.

Priority had to be given to the reorganisation of teacher training in the light of the multi-cultural make-up of classes. In Austria, reform projects launched in Vienna and Salzburg were pointing in this direction and aiming to establish new training methods.

Another important factor was the considerable development of foreign languages and the need to learn them. So far, the results had not been impressive and he wished to support the Council of Europe's continued work in this field, especially the definition of threshold levels in the learning of modern languages.

Of the questions raised at the hearing the most important for Austria were: improving the financial situation and status of the teacher; the problem of staff cuts but increasing responsibilities for teachers and pupils; and ensuring closer co-operation between school and industry.

Mr Wolf talked about some aspects of education in Liechtenstein. Because of the country's small size the educational system there was straightforward and dialogue had been possible on the issues raised so far. Teachers in his country, like those in the rest of Europe, were currently in some difficulties over the large number of teaching models and aims. The discussion was as frank as possible, and consensus and co-operation were being reached between the various levels. He thought it important for teachers to be well informed about the new knowledge produced by advances in science and technology. The problem of striking a balance between passing on knowledge and imparting a way of life was experienced especially keenly by primary teachers, who felt uncertain. It was essential to find a more understanding approach to teacher training.

Mr O'Huallachain represented the Council for Cultural Co-operation (CDCC) and was also a member of the Committee of Senior Officials responsible for the Standing Conference of European Ministers of Education on the theme "New challenges for teachers and their education", which would examine the results of this hearing. He would be presenting a summary of them at the next CDCC session in June. A parallel discussion had to be held at different levels (government, parliament, non-governmental and research).

He would be in favour of a substantial increase in co-operation at European level, especially co-operation between the Standing Conference of European Ministers of Education and the CDCC, for he thought that this would provide a general framework for co-operation with other international organisations attending the Standing Conference of European Ministers of Education.

Mr Günther Müller referred to Resolution 807 on European co-operation in the field of education, in which the role of the Standing Conference of European Ministers of Education as an overview body on co-operation was reasserted. What was OECD's opinion on this matter?

Mr Istance referred to his statement in which he had outlined OECD's activities (cf. p. 67). OECD attached great importance to co-ordination with other international organisations and its programmes were drawn up in such a way as to avoid duplication. For this reason, OECD had decided not to survey national procedures as this was already being done by the CDCC, the ILO and the EEC.

With regard to teachers and training, Mr Lundgren had represented the Standing Conference of European Ministers of Education at the Rome meeting. Moreover, OECD maintained close relations with the European Communities (EEC) and the International Labour Office (ILO).

Mr Newman described the preparatory work for the next session of the Standing Conference of European Ministers of Education. When completed, the national reports would amount to a complete picture of teacher education in member states. In addition, he drew attention to a survey of Council of Europe work on the subject (cf. p. 73) and material supplied by NGOs. He believed that this was the first time that the Assembly had interested itself in the main theme of the conference and welcomed this fact.

Mr Mihaly pointed out that East/West co-operation in this field was just beginning. Official relations were maintained with Unesco, but the All-European Conference of Directors of Educational Research Institutions, to be held in Hungary in September, would be the first to be organised with the Council of Europe. This had not been easy, but the event would be a good opportunity for stepping up co-operation and developing a more regular exchange of information.

The situation in Hungary and other socialist countries was similar in many respects to that in West European countries, but problems were tackled differently. He was convinced that there could be co-operation on many issues, but ideological questions might prove a stumbling block in some cases.

Mr Günther Müller, speaking as a member of parliament, hoped that political topics would not be excluded from the dialogue, as they were also of interest to the Council of Europe. In the field of technical co-operation it was necessary to continue efforts by making the most of the wider framework offered by the European Cultural Convention. In this context, he welcomed the steps taken to enable Yugoslavia to join in the CDCC's activities.

Mr Cantieni was worried about the lack of national co-ordination of the information supplied by ministries to the international organisations working in similar fields. He asked for details of the exchange of information between Unesco (which was not represented at the hearing) and the Council of Europe on teacher training.

Mr O'Huallachain was less worried than Mr Cantieni. His experience was that governments sent identical information to the organisations. With reference to Assembly Resolution 807, greater attention should indeed be paid to avoiding duplication among the various organisations which, he had observed, covered the same subjects but approached them differently.

Mr Leitner had attended all sorts of conferences over the years and had constantly heard concern expressed for better co-ordination within governments and between secretariats. He had seen this improve and duplication decrease as the years had gone by. He was pleased with the quality of the documents prepared for the Standing Conference of European Ministers of Education. He hoped that restatements of national positions would thus be avoided and that the Ministers would get down to a more active discussion.

Lastly, he appealed for political support at European level in order to improve teachers' competence by facing them with the challenge of creating a new public image. A European approach was fruitful, even if separate solutions would inevitably have to be found at national level.

Mr Gevrey pointed out that it was important to give Europe-wide recognition to the need to consult teachers at all levels about intergovernmental activities.

7. CONCLUSIONS

Mrs Havlicek summarised the main conclusions, which she would take into account in the report she would prepare for the committe's discussions on this matter.

Mr Günther Müller speaking on behalf of the committee and the other participants, expressed his gratitude to the authorities of Liechtenstein for hosting the hearing and thanked all those who had contributed to it.

2. Documents submitted

WHAT IS IN QUESTION? THE TEACHER, THE SCHOOL OR CULTURE ITSELF?

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Introduction

Education, the school, and all that they stand for are in question (1) in modern society. Naturally enough, teachers are also the target of resentment and criticism, although they are required at the same time to satisfy the growing aspirations of families and communities afflicted by a sense of insecurity and a "voracious appetite" (2). In return, both the school and the teacher have a message to convey to society and the family, as they are and as they will become. This engenders an amorphous problem situation that responds readily to emotional protests of support for, or opposition to, political causes.

Confusion and obstruction are the likely result, and these have had to be counteracted by clarification and organisational measures. Clarification implies as objective an analysis as possible of how the school stands in relation to feelings, ideas and facts, both quantitative and qualitative. Organisational measures are concerned with making institutional teaching more flexible, differentiating teaching methods and providing in-service training for teachers.

See Bibliography page 28

I. Attitudes to the school in western society

In the aftermath of the second world war, the western world saw its economic and cultural future vacillate. After a long period of reconstruction and regular growth, it has entered a "stormy" zone in which its development is marked by irregularities and constant derangements: with regard not only to employment and security, but to values or relationships and ideas. The contrast between the greatly increasing pace of technological change and scientific conquest, and on the other hand the slow or non-existent progress of social relations and institutions, adds to the general uncertainty about the future or the present, but more importantly stimulates competition between each and everyone, adults and young people, parents and teachers, young people amongst themselves.

Hopes and "explosions"

As a result of this troubled, fluid situation, individuals are unable to control their mounting anxiety as they contemplate themselves and their future; but when their attention turns to the younger generation and its hazardous destiny, their fears are heightened. Families have come to expect much of the school and probably make "too many demands" on the teachers. Teachers have been expected to make up for the families' shortcomings, offset the permissiveness of society and produce intellectual and professional success commensurate with the fantastic quantitative expansion discernible in the school and university system (3).

Throughout the world, great hopes were placed in the development of education in the 1950s. The desire to democratise education at every level was sustained by a powerful wave of feeling: parents could not wait to embark their children on courses of vast length or great depth, so that there occurred (in the words of Louis Cros), first a "school explosion" and then a "university explosion"; but there was also an explosion of classroom innovation, research in didactics and government measures (4).

Disappointment and catharsis

But after the exhaltation of those years of growth and expansion came the crisis, and with it a period of dejection and disappointment. The school's image was coloured black throughout the world owing to alarming reports of its failure to bring its results up to the level of the expectations it had created. Everything concerned with education became a controversial subject or a topic for disparaging comment, while at the same time unleashing powerful demonstrations of social unrest (like those of May 1968 and, in France, that of June 1984). The critics' concern later turned into indignation. The blame was laid on the attitude of the teachers, who in turn felt persecuted and defended themselves vigorously against the criticisms levelled at them (5). However, a number soon added their voices to the public chorus of despondency, and later anger. The school stood accused of wasting the funds allocated to it, in ever larger amounts, by the public authorities or the pupils' families. Ivan Illich appealed for society to be "de-schooled" (6). In France pundits - or "mandarins" as they were called - launched into peremptory statements and apocalyptic descriptions to show that education was in "decline" and teaching in distress (even claiming it to be a case of "the Innocents massacred").

The school became the subject of a whole psychodrama, and teachers would be taken as scapegoats so that popular indignation could discharge on them the agonised emotions engendered by the world crisis in all its forms. There developed a mythology of a past "golden age" when everything in the educational world used to be better. At the same time teachers were the object of twofold accusations: they were criticised for being stick-in-the-muds and dangerous innovators. The vague charge of lowering standards was then brought by people who did not take the trouble to find out what young people really knew apart from what could be measured by the old scholastic aptitude test (when there were tests based on valid criteria (7)). And what standard did they mean? That of the élite? That of the average pupil or student? That of young people in difficulty? Or were they thinking of the standard average pupil in the abstract? (8).

Extension in quantitative and qualitative terms

People even repudiated the efforts that had been made and the results achieved, and failed to recognise the progress that was being slowly and ardously won. The outcry about the school caused the teachers to adopt more rigid positions, tried the pupils' patience and darkened the prospects of education; solutions devised in haste were constantly taken up and then dropped. Without any doubt, the measures adopted for organising school careers, although reflecting a concern for democratisation and the need to adapt the younger (and older) generations to an increasingly complex society, produced undesired effects of the kind to which Raymond Boudon (9) has drawn attention: a multiplicity of diplomas and the wider spread of knowledge tended to make qualifications and abilities commonplace; later measures increased the distress of the young people and their families (especially those of modest origins) by dashing their hopes of security and setting them one against another in endless, keen competition (10). But it would be wrong to forget the results achieved, the difficulties overcome, the objectives attained: especially if the aim is to progress, clear-sightedly and without stirring up passions, towards significantly higher cultural, technological and professional standards for the whole population of a country.

Among the acknowledged results, consideration must be given to success in quantitative terms: the school and university systems have been vastly expanded (tenfold in some cases). Not only has staff recruitment been stepped up to match the phenomenal intake of students: the ratio of students or pupils to teaching staff has also been slowly but surely improved; the middle school has been made democratic and reorganised; special courses have been developed; more types of vocational training are offered and there are more alternative processes for obtaining qualifications. In qualitative terms, conditions in the classroom have improved, resource centres have been extended, new teaching methods are being tried, some progress is discernible in the provision of information and guidance, training strategies and courses are more diversified, computer technology has been widely introduced, school travel and exchange programmes have been expanded, assessment techniques have gradually been made more precise, the complex process of integrating pupils from foreign cultural backgrounds is going forward and the development - in France - of pre-school (or nursery school) facilities has been considerable.

And yet the school is under attack, and generally it is the teachers who are in the firing line. However mistaken it would be to overlook what has been accomplished, however unjust not to acknowledge the growing difficulties of the teaching profession (assaulted by information and images from the all-powerful media), and however shortsighted to ignore that the processes of constructive change within any system are very slow on account of its self-regulating propensities and the speed of compensatory interactions; even so, the reactions in the family circle and in the economic world are not without significance as an advance warning of the real problems requiring investigation. The school and university system is under pressure to shake off its rigid, bureaucratic image. It should be possible not to diminish the chances of all those young people whose educational accomplishments fall short of the criteria to which the school in former times was accustomed; the constant changes in the social and technological spheres and in the pursuit of knowledge make it (at last) compulsory to devise a form of teacher training consistent with the scale and pace of developments. Institutional measures are called for, but only if they respond to the warning given and not to some generalised and imaginary state of alarm; for then, they will be ill-contrived and only make an inflexible situation even more rigid (11).

II. Organisational measures

Schools and universities have to steer a careful and sometimes conflictual course between the need for a degree of normality in curricula and courses (and also in roles and sanctions), and a growing demand for freedom, autonomy and responsibility on the part of the institutions and individuals involved (administrators, teachers and learners). There is an issue at stake here calling for the development of organising abilities and activities (in the managerial sense) within the educational systems.

Greater flexibility in institutional education

The first need is for a differentiated organisation of studies, making better use of the time available, the multiple resources and the powerful impact of the new technologies (not least the audiovisual media and computers). In fact, where schools are concerned, all attempts to adapt and reform the old methods (or to invent new ones) still come up against a bureaucratic conception of timetables as schedules that have to fit rigidly into the working week and be drearily reproduced throughout the year, usually with identical class periods (45 to 60 minutes) irrespective of the subjects taught or the personalities involved.

In future, heads of training establishments, and the teachers, will be required to think in terms of flexible, evolutive and varied timetables leaving scope for organisational decisions in the interests of greater educational effectiveness (12).

But there must also be flexibility in the way pupil groups are organised: instead of spending the whole time trying to find the optimum class size and the best pupil/teacher ratios, attention should be given to different modes of teaching (13) (with large assemblages for certain objectives, average basic classes numbering about 30, smaller groups for laboratory work or directed exercises, and select teams when it comes to methodological advice and tutoring). Of course, organisational flexibility and variety rest on the assumption that pedagogical schemes are drawn up which leave opportunities for consultation between teachers, guarantee the autonomy of the teaching teams and subsidiary establishments at the same time as conditions of independent work (and use of the technologies) adapted to the pupils' needs (14).

Differentiated forms of teaching

Secondly, a flexible and lively organisation of school or university activity requires precise objectives to be devised and offered, combined with arrangements for pupils to enter and leave courses at different points depending on personality and family background. These arrangements are best worked out contractually, between administrators, teachers and pupils, in consultation with the families. As a rule the findings of theoretical and practical research should be used to implement forms of teaching that are varied to suit the action of each teacher, diversified between the teachers (accepting and supporting each other's specific method) and harmonised by institutional differentiation (in respect of the roles allocated between the teachers and devolved by differentiation upon the pupils; and in respect of pupil groups, class times and the whole living architecture of the dispensation of knowledge, the communication of facts and other duties) (15).

One essential target of organisation is assessment. A considerable volume of research and study has thrown light on the complex problems posed by the marking of pupils' or students' work and the assessment of their progress throughout their courses. Depending on whether assessment is "summative" or "formative" (16) the sensitive norms or indicators for use in selection or guidance have to be separated into distinct categories. In defining objectives or intermediate targets, putting together projects or study contracts, looking for "points of support", developing "unit credits" and progress "referentials", every opportunity for notable improvement must be used so that the demands of learning can be more easily adjusted to each pupil's specific pace and rhythm (17).

New ideas incorporated in examinations, test methods and competitive recruitment procedures, associated with developments in the information and guidance process, should increase the teachers' or learners' scope for innovation and responsibility. New developments are also needed in the field of monitoring and inspection, with arrangements based on the attitudes and procedures of "auditing". Lastly, educational establishments should be positively evaluated as a means of backing their reform endeavours without awarding any prizes (18).

The in-service training of teachers

None of these organisational measures is conceivable or applicable without considerable investment in in-service training for the benefit of teachers, directors and administrators in the school and university institutions (19). With the continuing development of scientific concepts and theories, and changes in social forms and economic needs, knowledge must be kept constantly up to date, as must course contents and teaching methods. The procedures for introducing flexibility into timetables, pupil (or student) groups and the school (or university) organisation requires specific practice in case study, experimentation and multiple formulation, in direct liaison with researchers and experimental workers. The comparative study of objective referentials, contractual clauses and differentiation procedures for teachers and teaching methods, will require vigilance and perseverance. Lastly, teachers who are either working or in the early stages of training must continually be offered new courses in which they can try out and master wide ranges of pedagogical instruments for work in small groups, as well as formative or summative assessment: for it is essential that the practices of education engineering and technology should develop and spread more widely (20).

New ideas should be brought to bear on the in-service training of the staff who operate the educational system. The first need is for a system that will permit the rapid release and widespread distribution of limited but concise training modules assembled by combined teams of researchers and practitioners, transmitted for practice to those responsible for "training the trainers": these in turn will exercise teams of occasional trainers who will then be able to pass on the content of the modules to colleagues working in the training establishments (21).

The second need is for the variety of modules to be defined with reference both to the suggestions of the full-time trainers (university staff, educational researchers, inspectors, training officers, higher education centre teams) and the needs detected in, and expressed by, the grass-roots body of teachers and administrators in a particular region. It is also important to provide in-service training courses for staff to attend during the school (or university) year and during working hours, and also to offer university courses in their summer holiday periods. Lastly, exchanges between full-time trainers and research workers of various regions should be instituted as a means of regulating innovations and the application of research findings; similarly, measures should be taken to promote encounters between teachers of different categories and levels so as to foster understanding and solidarity among the protagonists in all stages of the education system.

Briefly, it should be the aim of an in-service training policy to meet the needs of rapidity and extension (allowing for the size of the teaching bodies and the need for reasonable periods of distribution, so as to establish a sufficient "critical mass" to secure the stabilisation of the desirable modernisation moves). It must allow the balancing processes to operate between training provision and the demands of teachers (and administrators) so as to ensure proper regulation of the field of education. It must make for equal balance between the contribution of the school (and university) institution and the voluntary services of the staff. And it must ensure that the numerous types of training course are coherent as well as diversified and that the link is preserved between initial training and in-service training, in a way that is consistent with the overall aims of education (22).

An open-ended conclusion

The quality and effectiveness of school education in Europe will depend upon success in driving out the imaginary fears that obstruct the search for realistic solutions to the school's problems and teacher training provision. Without the removal of mythology, the education system would remain a closed battlefield of sterile criticism: teachers would lose the tenacity and motivation they need to effect qualitative adjustments and come to terms with the increasing complexity of their roles and duties. The tendency to make teachers the butt of criticism should be moderated, and any myths about a "golden age" of education (sometime in the past) should be eradicated. The processes which cause curricula to expand and ever heavier demands to be made on young people and their teachers, should be brought under control (23).

On the other hand, in a situation where the facts are more satisfactorily recognised and where ideas are preserved in terms of black-and-white (and all-or-nothing), organisational measures must be developed with perseverance and caution, in order to provide learner groups with less rigid timetables and allow the arrangements for teaching and evaluation to be applied with differentiation. A form of education engineering must be developed as a result of increasing research into the teaching and learning of facts or skills. The in-service training of teachers must be conceived and broadened so as to provide the protagonists of education and culture with a solid foundation for their initiative and responsibility. The humiliating "meritocracy" must be superseded by a school and university institution that seeks to promote the wide range of first-rate accomplishments vital to all sectors of economic, social and intellectual life in the countries of Europe (24).

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AN ASSESSMENT OF EDUCATION IN SCHOOLS: EMPLOYERS' EXPECTATIONS

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EUROPE: SOME TRENDS

- Youth unemployment is a major concern in every country of the European Economic Community.

  In these twelve countries, 6.1 million young people under the age of 25 are registered as being out of work - 3.2 million males and 2.9 million females.

  Basically, the causes of this unemployment are the same in every member state. Amongst them, the inadequacy of vocational training seems to be a major factor.

- According to the CEDEFOP (1), considerable efforts are being made in all member states to provide education and training to improve the situation in which an average of 40% of the young people in the European Community, when they finish their compulsory schooling, come on to the labour market without any vocational qualifications.

- In every country, the gulf between training and jobs is widening.

- A tendency for firms to take on greater responsibility in the educational process is being noted everywhere.

- Lastly, there is a general trend in all EEC member states for public authorities to accept increasing responsibility in the training of young people in the 16 - 25 age group. Young people are, overtly or otherwise, prolonging their education or training on either a full-time or a part-time basis.

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EDUCATION AND TRAINING: A PRIORITY AREA. A DISCUSSION DOCUMENT BY THE FEB

One in every three of Belgium's unemployed is under 25. 60% of them leave school without any qualifications or with just a certificate of lower secondary education.

In 1982 the FEB carried out an in-depth study of youth unemployment, as a result of which:

- a large-scale campaign was held to make industry more aware of the problem;

- urgent questions were put to the political authorities about the shortcomings of the educational system.

On the occasion of its "Journée des entreprises" (Industry Day) last year, the FEB published a detailed dossier entitled "L'éducation-formation: un enjeu prioritaire" (Education and Training: a priority area). The two underlying ideas in this dossier are:

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(1) see references p. 37

- education's performance ratings are now unsatisfactory; radical changes are needed;

- such changes will be possible only in co-operation with industry.

Education, a citadel under siege

A quarter of the Belgian population is involved in the activities of full-time education, which employs 7% of the economically active population and receives more than 20% of the country's tax revenue.

The education system is particularly well-endowed with a budget of 270,000 million BF (about 40,000 million FF) in 1985. Even so, warning signals are lighting up to indicate that parts of the machinery are at breaking point.

Failure at school: the threshold of intolerance

At the end of their primary schooling, 83% of pupils are one year or more behindhand. The corresponding figures by the 6th year of secondary schooling are 40% for general education, 72% for technical training and 75% for vocational training.

Almost 10% of pupils at the end of their secondary education are three or more years behindhand.

Academic backwardness has implications for budgets, for young people's future and for the smooth running of schools.

Academic failure, for its part, leads pupils to reject any idea of undergoing further education.

The declining school population and its unfavourable consequences

The birthrate throughout the country is now declining. The total number of pupils began to shrink in the 1977-78 school year, and the trend is increasing. Consequently, the average age of teachers is rising sharply, and there is a tendency for the number of new teachers recruited to decrease. The same applies to equipment and facilities (2). This is jeopardising the updating of knowledge, the vitality of schools and their ability to change.

Teaching arrangements: peculiarities and deficiencies

Less and less time spent at school; complexity of secondary education; existence of a wide range of options, leading many pupils to gradually withdraw from certain subject areas which are considered to be difficult. Waste of potential.

Inadequate language learning. Inability to develop in young people the essential qualities required for life in society and in industry, such as a sense of discipline and responsibility, creativity, adaptability and an ability to work as part of a team.

And, lastly, inadequacies at every level of education when it comes to arousing and stimulating a spirit of enterprise and adventure.

Vocational guidance: checkmate

Student and parents are unaware of existing organisations, or are turning away from them because they consider them ineffective in giving vocational guidance.

Constraints and rigidity

One of the most glaringly obvious reasons for the fact that training has failed to adapt to the development of technology is a lack of flexibility in the statutory and administrative provisions governing the system.

The artificial and bureaucratic constraints weighing heavily on every establishment are paralysing new and novel schemes.

Teachers: a need for refresher training

Physically, teachers feel completely tied to the two places where they work, their school and their home. What is more, their status restricts them to a fixed career path, allowing no deviations towards the outside world.

Their isolation is leading some of them to reject reality, as they are not familiar with it and are therefore vaguely suspicious of it. Their doubts also apply to industry, which is not always viewed by teachers in a particularly favourable light. Is this surprising when only 37% of them have ever been to a worksite?

Even more serious is the fact that teachers have no opportunities to update their own knowledge.

School and working life: a two-speed world

Employment structures and qualification needs are changing, and certain trades are being eliminated. In the OECD area, almost six out of every ten employees now work in the services sector, compared with 50% in 1971 and 42% in 1961. Industrial activities as a whole now account for 32% of jobs, against 36% in 1961. Concentration in the tertiary sector is greatest in North America, where 69% of the working population are employed in that sector; elsewhere the proportion varies between 50% and 65%.

Turning to skills, the need for skilled workers (operatives, technicians, supervisory staff) and for highly skilled staff has grown. General Motors (US) expects that, by 1985, its shop-floor workers will constitute only 25% of its total staff, against 47% today.

The development of new technologies is completely altering the profiles of many skills. The new types of jobs and skills in industry are geared to supervisory and maintenance duties.

Highly skilled tasks in the services sector will be mainly in the areas of analysis, programming, marketing and management.

In comparison with these high-speed developments, schools and the content of school education seem hide-bound, over-theoretical, remote from reality and even completely out-of-date. A recent survey (3) showed that teachers themselves accuse the curricula which have come and gone over the last dozen years of being rigid and inappropriate to real needs as well as of dealing with each subject in isolation. The same survey revealed that 45% of young teachers considered that curricula lacked realism and had no connection with everyday life.

Choosing the contents of education is in fact a matter for teachers, who do not usually take account of the concerns of their pupils' future employers.

New technologies: stand-by

Our technical systems are changing under the influence of micro-electronics and modern materials. The various areas of technological development are making their effects felt in every sector.

A recent survey (4) showed, among other things, that 89% of firms use at least one new technology for the manufacture of their products; the figure rises to 91% in the management sector.

There is no longer any need to demonstrate the importance of the part played by the system of education, training and retraining in the success of socio-technological change. However, the schemes being tried out in this field today are usually misconceived. Many schools rush into information technology, although few have adequate equipment, most have too few teachers trained in this technology and, in the majority of cases, they are unaware of the requirements and potential outlets.

Some thoughts about new ways ahead

The FEB draws the following conclusions from what has been noted above:

- generally speaking, the problem cannot be resolved quantitatively - ie by increasing the available resources - but requires a qualitative solution, ie an improvement in the quality of the system. How can the effectiveness of education be increased?
- the lack of flexibility and schools' inadequate ability to adapt to their socio-economic surroundings are quite obviously major factors;
- the lack of openness towards the outside world is undoubtedly one of the prime reasons for most of the difficulties mentioned;
- it is not for teachers on their own to resolve these difficulties; it is also necessary for those outside the schools, especially industry, to adopt a more open attitude.

These conclusions underlie the search for possible solutions, new paths to be taken and the changes which need to be made.

Bridging the gap between schools and industry

This requires:

- a political will to promote relations between schools and firms;
- an effort by each side to be receptive to the other;
- the setting up of permanent structures for meetings, dialogue and consultation.

Initially, relationships between the two sides should be mainly aimed at enabling each one to understand what the other is doing and to get to know the other better:

- information should be exchanged through mutual visits and demonstrations; teachers and pupils should visit firms and advice should be sought from those who work in industry;
- industry should pass on information about the various ways in which jobs and skills are changing;
- arrangements for co-operation should be worked out jointly, eg short periods of practical experience in firms, retraining for teachers, advice on teaching material from people working in industry, recruitment of teachers from industrial circles.

Education needs to be kept up-to-date

The next thing to be aimed at through the necessary strengthening of relations between schools and industry is the continuous updating of curriculum contents as technology and socio-economic realities change. Basic training needs to be intensified, versatility increased and the technical content of education updated.

Highly motivated, skilled educators

The quality of the school system depends on the competence of its teaching staff. Hence the training of educators is crucial.

The teaching profession is practically the only one still perpetuating the idea that skills are acquired once and for all. No retraining, no further training for teachers! This helps to widen still further the gap between schools and the outside world. Urgent action must be taken to remove all obstacles to progress in the matter. Examples of such action are:

- relaxing the regulations so as to allow leave to be granted for various types of retraining as an integral part of a teacher's career;
- and, at the same time, introducing in firms, along lines still to be defined, arrangements for accommodating teachers wishing to improve their knowledge.

For an efficient system of vocational guidance

It would be a good thing if vocational guidance services were to be integrated into schools (as is the case in numerous states of the United States), and if each member of the teaching staff were kept informed about the role of such services.

It would also be useful:

- to promote co-operation between outside bodies (particularly firms) and schools' vocational guidance services;
- to make guidance a continuous process, instead of limiting it to one interview;
- to make such guidance an integral part of the transition from school to working life.

In more general terms, guidance and information ought to be given constantly and built up gradually over a child's entire school career.

New teaching methods

With reference to general education, consideration ought to be given to the possibility of extending the experiments which are in progress in certain establishments relating to "independent" work by pupils. These were inspired by the Dalton Plan, as designed and operated by Helen Parkhurst, and are based on the following principles:

- personal activity by the pupil;
- individualisation and freedom;
- collaboration.

In respect of higher education, the inquiry which Rector Pierre Tabatoni was asked to conduct by the Fondation Industrie-Université, as well as the subsequent discussions, led to the following proposals being put forward (5):

- general culture, historical knowledge and an ability to draw general conclusions should be developed;
- students should be given an understanding of the interaction between technical, economic and human problems and the influence of the social, cultural and political environment;
- students should be trained to express themselves both orally and in writing, to use foreign languages and to understand the problems of communicating in multicultural societies;
- basic skills needed in various areas of management should be imparted, and systematic use should be made of information technology; adequate training should also be given in rapid calculation of orders of magnitude;
- the teaching methods used should encourage students to show initiative, a spirit of inquiry, creativity, an ability to work in a group, a concern for practical achievement and a critical attitude towards information.

Vocational training must be reformed, and it is important that the reform should include the introduction of teaching methods which adopt a practical rather than theoretical approach, making use of such arrangements as workshop classes.

New technologies: an urgent need to catch up

It is especially difficult for education to take new technologies into account because:

- they are constantly and rapidly changing;
- the changes affect more than one field at once, extending to electronics, information-processing, telematics, office technology, robotics, biotechnology, composite materials, etc;

- any response to the problem depends on intensive efforts to train and retrain teachers and on the acquisition of usually expensive teaching facilities.

Education on its own is not in a position to solve the problem. Co-operation is called for, particularly with industry, so that:

- curricula can be developed on the basis of a precise and continually updated definition of the skills required;

- where teacher retraining is concerned, practical knowledge to supplement educational theory can be acquired;

- schools can be guided in choosing the equipment they buy.

Industry, a partner of school education

This is the message which the FEB was particularly anxious to get across to employers. It is based upon the following considerations:

- training is an essential component of industrial activity. It gives access to competence (mastery of technology, knowledge of working methods), without which no business can succeed nowadays.

  The strategic role of vocational training is clear: training is no longer an advantage granted by a firm, but a dynamic factor in a firm's efficiency and success.

  This "economy-based" approach to training is ultimately nothing more than an updated version of a concept which, for all too long, remained within the confines of its traditional narrow meaning.

  It gives firms greater responsibility for their own training policies, making it necessary for them to integrate a coherent training plan within their development strategies.

  But is is also something of a challenge to industry outside its boundaries: industry/education system/support for other training projects.

- The increasing speed at which technology - and therefore skills - are developing, together with the cost of technical equipment, make it impossible for schools to provide training courses which are perfectly suited to industry's needs.

Consequently, school education is increasingly theoretical, being out of step with occupational practice, access to which is becoming less and less easy for it.

The great majority of pupils are finding the transition from school to working life more difficult.

The theoretical education dispensed at school, being ill-suited to young people's aspirations and aptitudes, is a source of failure for many of them. They leave school without any qualifications and, what is more, with a negative attitude towards school.

This process has in fact set off a sort of centrifugal motion, moving schools further away from industry, industry further away from young job-seekers and pupils further away from their schools. In order to rectify these diverging trends, fresh contact must be made between industry, which possesses an increasingly large share of technical knowledge, and schools, which as they become less and less conversant with technical knowledge, have been led to focus their activities on theoretical and behavioural knowledge.

It is important for the two sides, schools and industry, to get together and agree on an educational plan to reconcile their differences. This implies the acceptance by industry of a share of responsibility for education through the assumption of the role of educator. This is a challenge to industry, an appointment it must keep both in its own interest and in that of young people.

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THE TEACHER IN QUESTION

by Mrs Carla SPRUIJT-JAARSMA

Secretary General of the European Parents Association

Whenever questions are asked about children's school education such as "what is the standard of teaching like?", the answer should be sought, if the aim is to preserve an objective approach, through extensive self-examination, and the facts which emerge subjected to strict analysis.

Therefore, the first need is to determine the principles on which to base an assessment of the teaching and education systems.

In fact, the education given by schools varies according to the pedagogical principles they base themselves on, and the social environment in which they operate.

The "open school" I personally favour, is open to everyone, regardless of sex, race, religion, political conviction and social rank.

Tolerance, realism and democracy: these are the three key words characterising this teaching method.

The education given here must put the human being at the centre of things, and attempt to educate children from varying social backgrounds in an harmonious manner.

Thus, the whole education process is based on contact, whereby:

- the teacher must respect the child;
- the pupils' chances are increased by involving parents and the social environment in the educational process.

This educational method then fully subscribes to the following goals:

- a democratic school climate as preparation for a democratic way of life;
- education for joint responsibility and co-operation;
- conception of knowledge, skills and working methods taking living realities into account;
- permanent pupil support;
- the removal of socio-cultural disadvantages, and aspiration to more individualised teaching;
- care in, and discussion of pupil study guidance;
- deferred choice of studies, and progressive guidance by means of an options system.

For around ten years we have been seeking innovation in this matter, in primary as well as secondary teaching (at least in Belgium), based on the above principles.

Constant efforts are being made to innovate in primary school education. "We aspire to give every child a training corresponding to his or her potential."

The focus here is on continuous, comprehensive training for children from two and a half to twelve years old, using educational models without obstructive "thresholds", where everyone starts off and everyone arrives.

There is a constant quest for improvement and innovation in teaching.

Anyone involved in this educational method constantly asks himself questions about his work, the way he goes about it, and the goal he wishes to attain.

An important aspect of the realisation of continuous training in the primary school is that transitions are not abrupt, and activities are dovetailed. The training here referred to comprises: communal education through school and family, and transfer of knowledge whereby teachers and parents increasingly take on a support function, required in the obtaining of knowledge, accomplishments and skills.

The spirit of knowledge-transfer and education in my opinion can best be situated outside any dogmatic approach, yet in a climate of tolerance, with respect for all religious, philosophical and political convictions.

The complete shaping of a child takes in not only his intelligence, but also his body, feelings, and need of contact.

For, once it is agreed that every child who starts must also arrive, the assumption is also that every child is different, and that individual differences must be taken into account in the education process, and special attention must also be devoted to children with learning or development difficulties.

Where primary schools can satisfy the above criteria, we need have no worries about the efficiency of school training.

It is individually and locally, in the school or country concerned, that it is possible to judge whether each participant in this teaching process does what might and indeed must be expected of him, and here I have in mind the teachers, parents, headmasters, pedagogical, medical and social assistants, as well as the authorities providing material resources.

A modern school is one in which each child can feel at home.

Each and every child receives particular attention.

Modern schools take part in the teaching innovations ultimately designed to improve the quality of education. A good primary school must be one without cumbersome thresholds:

- from kindergarten to primary school;
- from one class to the next;
- from primary to secondary school;
- between home and school.

A good primary school is concerned with each child, who is as far as possible individually assessed. Furthermore, if he is having difficulties, special help must be available.

A good primary school pays especial attention to children from other cultural backgrounds. This can even develop into intercultural encounter-lessons.

A good primary school offers children the chance to develop the totality of their potential.

Attention is not only paid to the head, but also to the hands and the heart. In other words, emphasis is placed not only on intellectual training, but also on emotional, effective, social, locomotory, and artistic ... education.

A good primary school is one with wide open doors and windows:

DISCOVERY OF THE WHOLE WORLD BEGINS WITH EXPLORING WHAT LIES AROUND US.

A good primary school is not an island.

The school itself trains a network of co-operating groups, intended to lead to a real, solid school team. Further, the school team energetically works together with parents, PMS team, assistants, and inspectors.

A good primary school plans its own activities: its school working plan.

As for secondary education, the six years of schooling are divided into three periods, each with its own particular method of student assessment and support. These are: the observation stage; the guidance stage, and the final or further education stage. The aim here is an individual approach to each pupil, and pupils are offered the chance of developing their aptitudes to the full.

Under the impulse of the present fashion of assessing things from the view-point of output, with the introduction of cost-efficiency analysis, there is a tendency in some circles to adapt these techniques to all situations.

Moreover, with the increasing restraint on public spending, and a shrinking labour market, companies are demanding that schools teach techniques and skills fitting precisely into their industrial branch.

This has provoked controversy about what aims young people's education at school must have, ie whether polyvalent training, facilitating switch-over into other specialities after school, or intensive, albeit narrow, specialisation, possibly obstructing any later change of direction.

Professor Steenhout of the Free University of Brussels, states that there are three goals in every educational system:

1. Moral education, meaning transmitting a system of values inherent in society;

2. Vocational training imparting skills for adult life;

3. Selection, giving general training to some young people, later to become part of the establishment.

In an almost static manner our European educational system clings to a system of values already described by Christoffel Plantin in his universally known sonnet "Le bonheur de ce monde", transmitted from generation to generation. This system must indisputably be adapted to a world of ever-changing technologies and new structures.

Computer science, electronics and telematics have, in fact, opened a gap between technology and the hitherto accepted system of values.

Present teaching dates from the pre-computer era and has lost its grasp of social realities. Our secondary school pupils should be allowed more genuinely to live in post-industrial society.

Europe should take up this challenge, and undertake the necessary studies and research to establish whether and how our secondary school education must be adapted if our children's chances of success and well-being in this world are to be enhanced.

THE POINT OF VIEW OF SCHOOL STUDENTS

Discussion paper submitted by the
Organising Bureau of European School Student Unions
(OBESSU)

The basis for active participation in today's society is that this participation is taught at an early stage in life. Teachers have therefore a major responsibility to encourage students to take an active part in their own local school-democracy.

School student unions and school student councils have been set up through a desire to participate in the development of a democratic school - and democracy is to be understood in a broad sense. To make school-democracy function, it is necessary that everybody has formal rights to take part in their own society as well as the possibility of exercising these rights. It is obvious that education, and the teachers to lead it, have a crucial role to play.

Democracy in school

Education must be seen as a life-long process. This means that it is wrong not to recognise a student during the period of education as a person with the same rights and responsibilities as everyone else. Given a chance to participate actively in shaping their own education, young people will gain a better platform for active participation in all aspects of life and society. An individual's biological age is not the primary obstacle for taking responsibility - experience gained in cooperation with others is of much larger importance.

How can one act in a responsible and respectful way towards others, if one is only taught about abstract democratic principles as practised by political leaders?

This general view of education, which applies to all teacher training, implies, among other things, that we strongly reject any form of punishment or other negative treatment. The right for students to organise themselves in order to give strength to their views about their education must be fully recognised and supported.

Education for all

It is of crucial importance to our future in Europe that all people have a high level of education. Otherwise our part of the world will lose its potential for industrial development and social progress. Evidently sufficient resources should be ensured for the educational system. The teachers working in all parts of this system must be given good training.

We reject the view that education of an élite should have priority over good secondary education for all, irrespective of whether this is preparation for university or for work.

In a changing society such as Europe today, further education and continuous contacts with working life and science are of the utmost importance to teachers.

PRACTICAL WAYS OF IMPROVING THE EFFECTIVENESS OF TEACHING

Discussion paper prepared by
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A. A TIME FOR SKILFUL TEACHING

Teachers have always been required to have professional skills, but there can have been few periods in our history when they have needed to display the degree of competence required in the uncertain world of the 1980s. In the 19th century training institutions were known as "normal schools" ("Ecole normale", "Normalschule") on the grounds that there was some single "norm" endorsed by society. The function of a teacher training establishment was to perpetuate this stereotype, and the master of method was employed in the model school to ensure that each new generation of teachers was poured into the same approved mould. Today there are several factors which combine to require a level of skill, understanding, imagination and resilience from teachers which goes infinitely beyond the rudimentary commonsense and mechanical competence fostered by the normal schools of the last century.

The massive explosion of knowledge gathering during the last 50 years has produced banks of data in such profusion that no human being is now capable of grasping more than the tiniest fraction of their contents. There are examples of computer-stored research data, such as the Lockheed Dialog system, which contain research reports in over a hundred fields, and the largest files in subjects like chemistry can disgorge in excess of 2\ million abstracts.

It is not only in the pure and applied sciences that this expansion has taken place, but also in many areas of human endeavour including the humanities, with thousands of new published books and articles in many fields being added each year. In addition to this formidable advance in the discovery of new information there has been a considerable development of new skills. Transplant surgery, for example, unknown only a few years ago, has become a standard part of many surgeons' professional armoury.

The implications for teachers of these rapid developments are clear. They will need considerable skill to select topics, activities and ways of working from the vast array of possibilities. Furthermore since their pupils can also only acquire a tiny fraction of the knowledge and skills currently available to humanity, they must develop teaching strategies which not only transmit information but also encourage children to learn independently and as a member of a group. Although no committee would ever have composed Beethoven's Fifth Symphony, it is also unlikely that any individual could have sent a rocket to the moon. A great deal of human achievement will in future be the result of teamwork.

Alongside the demands placed on teachers by the expansion of knowledge and skills are those caused by the significant social changes in recent years which are taking place on a scale unparalleled in any period other than wartime. During the 1970s one million jobs disappeared from the manufacturing industry in Britain, and another 1\ million have gone in the 1980s. Most were unskilled and semi-skilled forms of employment which will probably never return. The picture is much the same throughout Europe.

Faced with youth unemployment on a large scale many teachers, especially in inner-city schools, find that traditional forms of motivation, such as urging pupils to work hard at school so that they will obtain a good job, no longer have the appeal they once enjoyed. Disaffection over the apparent futility of learning reported by numerous adolescents offers another formidable challenge to the professional ingenuity of the teacher.

Employers meanwhile, able to erect artifical barriers when applicants for jobs vastly exceed the actual vacancies, require higher formal qualifications for such jobs as exist, especially in new fields such as microelectronics. This spiralling demand for qualifications puts yet more pressure on teachers to use their skills effectively during the compulsory years of schooling, or whenever else they have contacts with people who need to learn. In our increasingly technological and bureaucratic society those who leave school under-educated, for whatever reason, are at risk, likely to be unemployed or fall victim to the predators who prey on the weak in any community.

The more optimistic prediction, that labour will shift out of the factory and into the leisure industry, that people will have more free time in future and be relieved of the tedium of monotonous jobs, that early retirement will give a boost to community and life-long education, is no less demanding on teachers' skills. To enjoy leisure adults must have learned how to use it fruitfully, to be willing to learn throughout their lives it helps if they have been enthused rather than rebuffed and demoralised in school. The quality of personal relationships between teacher and taught, therefore, is a direct result of the interpersonal skill of the teacher, who usually sets the tone in a class or has to take the initiative to improve relationships should they go awry. A notion of teaching skill that only embraced the transmission of knowledge would be a poor one in such a context.

A third factor to be considered is the development of new technology such as the micro-computer, forms of teletext such as the Prestel system, the interactive videodisc as developed by the BBC for the Domesday Project, direct broadcasting by satellite and cable television. One important feature of some of the more recent forms of technological development is that the micro-computer, Prestel and cable television in particular, offer an interactive facility on a scale not previously available, changing the position of the teacher as the single authoritative initiator of or respondent to enquiry. Such developments test the flexibility and adaptability of teachers who need to be able to modify their teaching styles to accommodate some at least of the many new developments which have a potential to improve learning.

A fourth factor requiring some degree of attention to improving teaching skill occurs as a consequence of the rapidly declining school rolls during the 1980s. In much of Western Europe the birth rate has declined by a quarter or more in recent years.

In inner-city and some rural areas the decline in pupil numbers has led to school closures and a loss of morale amongst a teaching profession used to extrinsic rewards such as rapid salary and status improvements during the period of expansion of the 1950s and 1960s. One way to reduce if not avoid falling morale when promotion prospects are less in evidence than they were formerly, is for teachers to take pride in developing their own professional skills, and it is to the question of improving the quality of teaching for the 1980s and 1990s that I shall now turn.

B. TRAINING SKILFUL TEACHERS

Changes in employment, the knowledge explosion, new technology, the ageing teaching profession in many countries and the fact that teachers may find themselves before classes of children from many different cultural backgrounds require radical changes in the way teachers are trained, both at initial and in-service level.

In many teacher training courses there is still too little attention paid to such important basic classroom skills as class management, questioning and explaining. Yet there have been a number of studies recently which offer a great deal of information about these skills, even if the evidence does not point unequivocally to the use of any single style. Teachers engage in 1,000 or more classroom exchanges in a single day, ask 300 or more questions and yet numerous training courses ignore these fundamental skills. By the end of the 1980s in many European countries most teachers will be over 40. After 20 or 30 years of teaching they will have repeated their favoured teaching strategies millions of times. Yet a period of rapid social change requires fundamental changes in teaching styles.

Though many experienced teachers have often given considerable thought to their questioning, others have fallen into a routine of asking largely data-recall questions which may be unexacting for many of their pupils. Slower learning children are perfectly capable of responding to higher order questions, especially if the teacher sequences them carefully. This was the subject of some remarkable research by the late Hilda Taba at San Francisco State College. She produced teaching modules showing how teachers could be trained to ask questions that moved up from simple recall to higher levels of thinking. If adults in the rest of the 20th and the 21st century are to be imaginative, sharp witted, capable of making decisions, evaluating situations, solving problems, then teachers must make sure they encourage this kind of human skill in children during classroom lessons.

* The first prerequisite of a reformed teacher training system, therefore, is that high priority be given to the acquisition of further development of classroom skills such as explaining, questioning, class management, handling group and individual work.

It is not difficult in training programmes, either for novices or for experienced teachers, to let them explain certain concepts, principles or events to each other or to a group of children, and then analyse an audio or video recording of the explanation. Nor is it impossible to combine this with a simple test of recall or interviews with individual pupils to see what they have understood from the explanation. In addition it is a good safe environment in which people can reflect on the kind of explanation they have given, the extent to which it was helped by diagrams, pictures, questions from the teacher or pupils, examples and illustrations.

* The second priority is for teachers to analyse critically the tasks they set children.

Research in England by Professor Neville Bennett and others shows that teachers frequently set clever pupils tasks which are too simple, and give slower pupils assignments which are too difficult. A sensitive match is required and one of the most common criticisms in the reports of Her Majesty's Inspectors of Schools in Britain is that this match is too often poor, and low motivation almost invariably results from giving pupils tasks which are either beneath or beyond their capabilities.

Student teachers in training can profitably analyse the tasks set by experienced teachers or by fellow students, an activity which can be set up during a training course without a great deal of difficulty. When trainees and experienced teachers work together to analyse classroom processes in this way then all may benefit. The students discover how they might better structure pupils' learning, the teachers put their own or a student's practice under the microscope and modify it for the better in the light of what they learn from the analysis, and not least the pupils may in future hopefully be the recipients of more stimulating assignments from teachers, or may themselves develop a bigger stake in what they do if they are party to the consultation process, as they should be. A proper partnership between training institutions and schools is essential.

* In schools the senior teachers, the head, deputies, holders of posts of special responsibility, should already carry or be given responsibility for the development of their colleagues' professional skill. In many American schools principals and vice-principals regularly watch teachers at work and offer advice on their teaching. This is much less customary in European schools. The appraisal and development of quality teaching should become a much more school-based responsibility. The development of more school-based in-service courses is one important step in this direction.

If the process of teaching is increasingly important so too is the process of learning. Given the fluidity of the employment market children now in school must learn to be flexible. They may have to make several adjustments, to a change of job, to increased leisure, to unemployment, to part-time employment, during their adult life in the 21st century. * They must, in other words, learn how to learn. This includes acquiring the higher skills of reading (rapid scanning, note-taking, the ability to abstract). Lifelong learning, éducation permanente, may at last be a real possibility rather than a distant vision. With earlier retirement and improved medical care the need for lifelong learning becomes even more sharp. Some people will enjoy 30 years or more of healthy retirement.

Given also that more people may in future work in leisure, recreation or some kind of service industry, social skills, the ability to get along well with one's fellows, become of central rather than peripheral importance. * More attention must, therefore, be given to the development of social skills in schools. This is a particularly important issue in countries which have multicultural communities, because mutual tolerance and respect as well as the elimination of racism are of central importance if social unrest is to be avoided.

I have mentioned above the importance of new technology. It is the immense interactive power of the newest generation of micro-computers and of the videodisc which make it a valuable tool for teaching and learning. In future, perhaps not before the 1990s when the fifth generation of micro-computers have been developed and expert systems are commonplace, children will be as likely to take home a computer or videodisc as a book. * Teachers must be trained to use the newest forms of educational and information technology in an imaginative way. Home and distance learning will become much more a part of what is sure to be a semi-formal system alongside a country's formal system of education. Already television and radio have produced a great deal of home learning but the next generation of hard- and software will be even more potent.

Finally it is becoming much more important than ever before to involve the whole community in education. The establishment of community schools and colleges within the United Kingdom, has gathered momentum both in cities and rural areas. These have either been new, purpose-built centres with leisure and sports facilities attached or adaptations of existing schools and colleges. The benefits to each region are considerable. Since the facilities are open all week during the day and in the evenings the atmosphere is purposeful and positive. There is little or no vandalism and in some classes the ages of people learning a foreign language, taking an examination or developing a new hobby may range from 14 to 80 plus. * The development of local community education policies should be given the highest priority.

There is no single way of improving the quality of teaching and learning in schools. Given the variety of school systems in Europe, some with a structure which permits greater direction from the centre, others with a tradition of decision-making at local or regional level, solutions and strategies will vary in different countries. What is common, however, is the need to improve what currently takes place. The required educational standards in any society are not irrevocably fixed quantities. They are elastic, needing to improve, sometimes immediately and swiftly, when the demands increase or during periods of rapid social change. Inevitably, therefore, teachers themselves become important agents for change and innovation, and this is why the improvement of initial and in-service training must be high on the priority list of anyone seeking to reform education for the better.

Summary of suggestions

- ★ Higher priority to be given to the development of teachers' classroom skills in initial and in-service training courses.
- ★ Teachers to analyse more carefully the tasks they set children to see if they are appropriate.
- ★ Senior teachers such as heads or deputy heads of schools be given more responsibility for staff development, with more school-based in-service courses.
- ★ Pupils themselves to learn more about how they learn or fail to learn.
- ★ More attention be given to the development of pupils' social skills.
- ★ Teachers be trained to use more skilfully the newest forms of educational and information technology such as the micro-computer and videodisc.
- ★ The development of local community schools and colleges be given the highest priority.

THE POINT OF VIEW OF TEACHERS

Discussion paper prepared by

Michel GEVREY,
Vice-President of the
World Confederation of Organisations
of the Teaching Profession (WCOTP)

The teacher is in question: challenged by society, queried by his pupils, observed and criticised by his pupils' families, misunderstood by economic policy makers, dissatisfied with his own situation and the way it is perceived by those around him, and confronted with social and technological changes, how could he be anything else?

In view of its nature and social function, it would surely be inconceivable either for the teaching profession not to ask questions about itself, seeking both nationally (through its representative organisations) and internationally (the World Confederation of the Teaching Profession bears witness to this) the answers to the permanent or new challenges which are its natural or, at the very least, its inevitable lot.

Natural and inevitable as these challenges are, not to say beneficial to the development of a profession which is constantly in search of a better match between its efforts and the attainment of educational objectives, they do not always command the attention of decision-makers and legislators in time, so that teachers often have neither the means nor the resources to meet them.

In many cases, the challenges of new technology, those arising out of economic crisis and its dramatic social consequences, and those revealed by changes in social behaviour, existed - or could have been foreseen - long before education systems and teachers were given the qualitative and quantitative means of meeting them.

In which European countries have all the inferences been drawn, for example, from the various challenges to curricula, facilities, methods and teacher training (which is not sufficiently regarded as a continuous process)?

In which European countries are the necessary investments made in educational research experimentation and assessment?

The teacher is in question: those around him are calling him into question; he is calling himself into question.

These issues are of particular relevance to the WCOTP, and it is for this reason that we are engaging in a detailed study of them in close association with the Council of Europe.

My contribution identifies five challenges:

- the challenge of democratisation,
- the challenge of permanent education,
- the challenge of the clash between cultures,
- the challenge of more open and outward-looking schools,
- the challenge of costs.

If the challenge of new technology is not mentioned as a specific item, that is because its effects cut across all those listed above.

1. The challenge of democratisation

The point about schooling is that, whatever the statutory school-leaving age happens to be in 1986, in practice it is usually identical to the age of majority.

In the space of a few years, Europe has gone from universal primary education to the universalisation of secondary education.

Yet, all too often, there has been a tendency to continue:

- acting as if the end of primary school was still the end of a complete cycle of knowledge acquisition;
- designing secondary curricula according to the type of selected school population which had access to it before lower secondary education was included in the period of compulsory schooling;
- organising vocational courses as if they were separate.

Ostensibly, democratisation has brought education for all, but this education often proves incapable of responding appropriately to each particular situation because it operates according to ideas that have remained unchanged.

Teachers and their organisations have demanded structural and institutional changes enabling the education system to meet this challenge: democratisation was right and necessary, but the manner of its achievement has helped bring out the inappropriateness of the responses to the realities.

When curricula, facilities, premises and timetables are designed in terms of what is assumed to be a homogeneous school population, all those who fail to adjust are rejected or relegated to the fringe. Intolerable situations of violence and tension develop, causing repercussions throughout the system, especially as the families are often powerless to act, not to say resigned.

Overcoming the challenge of democratisation means making education able to respond to the diversity of the school population, extending teaching assistance, creating the conditions for differentiated (and non-segregative) education provision and assistance tailored to the needs of the individual, expanding educational and vocational guidance services and reviewing curricula not merely by incorporating the consequences of contemporary technological advances, but by not hesitating to query any subject matter that has become obsolete.

By taking account of pupil motivation, by involving them in the learning process and giving them responsibilities within the school, by encouraging team teaching and by increasing documentary resources and opportunities for practical experience of technology, we shall help make democratisation a reality.

Once this challenge is met, it becomes possible to meet the others.

Education for each and everyone is a precondition for success.

2. The challenge of permanent education

The concept of permanent education is now recognised.

The purpose of initial education is not to provide society with a finished product, but to make an individual capable of developing, of learning new skills and putting them into practice.

Further education is recognised as necessary and not confined to work-related activities.

Admittedly, there is often a long way from recognition of a concept to its universal implementation, but the facts are inescapable and the technological and economic challenges require new attitudes.

But at the same time, how difficult it is to gain recognition for the teacher's right to permanent education, including his further training as a teacher.

We fully support the idea of further training for teachers. But they must be given the practical means to acquire such training.

The technological challenges highlight, often dramatically, the need to be made capable of meeting them, but teachers' further training needs cannot be confined to short-term responses.

The teaching profession is also changing in terms of better knowledge of child psychology, didactics, sociology etc: the teacher knows that the more he experiences his training as a continuous process, the more effective he will be.

Yet it is essential not only to acknowledge his right to in-service training, but also to give him the means to exercise that right.

3. The challenge of the clash between cultures

Teachers are no more spontaneously ready than education systems to meet the needs of school populations of varying ethnic and linguistic origins. Because our countries have received large numbers of foreign workers, without always really welcoming them, they have had to take responsibility for the education of their children. Like their parents, these youngsters feel the effects of economic crisis and unemployment. They meet with incomprehension and a refusal to accept their differences. They themselves are at a loss and often ill at ease in our schools, even where governments have actually made considerable efforts to help them.

It is through the development of the teaching of civics, of education in solidarity and international understanding, and perhaps even more through the introduction of practical co-operation and solidarity in the classroom and in the school as a whole, that answers can be found to this challenge of the clash between cultures.

There has sometimes been a tendency to reduce the teaching of civics to a strict and formalised training, whereas in fact all teachers should be prepared to promote it.

But if there is one subject which is exceptionally difficult to teach, it is that of human rights and duties. For there is a gulf between the theory taught in the classroom and the reality of social environments, between the language of school and practice outside (or in) school.

It is a formidable challenge to succeed in being a credible teacher when the media and experience of everyday life offer the sad spectable of intolerance, segregation, apartheid, breaches of the peace etc.

Yet teachers and their organisations are determined to overcome the obstacles and co-operate with parents and the educational establishment.

4. The challenge of a more open and outward-looking school

It is clear from what is said above that school is neither an island nor a place protected from the outside world. School is often the subject of two conflicting criticisms.

Many, on the grounds of school's necessary neutrality, dispute its ability to be open and receptive to its environment, as if neutrality meant indifference or blindness, or as if school was a place to be shielded from contamination.

As far as these people are concerned, the entry of the outside world and its influences into school means the entry of politics. They dispute the school's right to be a place of education (in their view, its only function is to pass on knowledge) and integrate the community's media and cultural resources. They fear the relations between school and the press, school and the world of work, school and voluntary associations, school and life.

Others, however, believe that school lies outside school, that school is everyone's business and that teachers are merely the representatives of outside influences.

The result is a media invasion and piecemeal learning, and it is forgotten that the child cannot assimilate information from the outside world unless the teacher is there to show how it fits together.

Between these two extremes of educational fundamentalism and laxity, we intend to hold our course and take up the challenge of opening school to the outside world in a controlled and responsible way. This presupposes that, during their training, teachers have themselves had genuine contact with this outside world, from which, all too often, pre-service training courses shielded and protected themselves.

The school must remain the focal point of education, the place in which knowledge materialises, in which one learns how to use knowledge, how to acquire skills and, in particular through the teaching of civics, how to live in greater harmony with others and with oneself.

Making possible this responsible interchange with the outside world is a fundamental challenge.

5. The challenge of costs

I shall not be so naive as to think that discretion is the reason why the challenge of costs is all too often passed over in silence, usually by the public authorities.

The WCOTP has pointed to the serious dangers of cuts in national budgets and supported its member organisations' battles on so many occasions that it cannot fail to regard this as an inescapable challenge.

Meeting the above-mentioned challenges, and indeed all those arising from the emergence of new social problems and from rapid technological progress and our ignorance of its consequences, presupposes not only political will and individual and collective commitments, but also budgetary choices:

- recruitment and training (pre- and in-service) of teachers and other education workers;

- search for, and creation of, links between educational activities in school time and children's and adolescents' out-of-school activities;

- design of schools, their technical facilities, maintenance and replacement of equipment etc;

- responsiveness to young people's education needs, bearing in mind their abilities, preferences and social needs in relation both to careers and to life as a whole;

- educational and cultural resources of the outside world;

- educational research, assessment etc.

If we fail to meet these challenges, we would be in danger of denying ourselves the means of actually democratising access to education and its resources and of making the education system more just, and school would not help as much as it should to acquire skills, including the skills related to new technologies. For these technologies can cease to be factors making for success and become factors making for greater inequality and also greater uniformity in the sense of standardisation, the loss of countries' and individuals' distinctive cultural assets.

Our organisations are determined to play a part in the progress and future of mankind.

For this reason the WCOTP is delighted to be involved in the debate launched by the Council of Europe.

The teacher in question? Yes, with a view to a more effective education, better adapted to children's needs and at the same time more in step with the world and modern society.

HOW TO IMPROVE TEACHING

Discussion paper prepared by

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1. Introduction

In a short paper, it is clearly not possible to be entirely comprehensive, given the complexity of the problems to be tackled and the extent of the differences between and within the countries which make up the Council of Europe. The following paragraphs will therefore contain more statements of principle than arguments, often prompted by the situation in one particular country - Italy - on the question of teaching.

This limitation need not be a disadvantage, bearing in mind on the one hand the aims of this brief report to a parliamentary committee, and on the other the fact that the unresolved problems facing Italian teachers are probably more serious and urgent here than in other European countries.

2. Teacher training and the effectiveness of teaching

Teacher training should undoubtedly be thought of as an independent variable in considering the results of teaching. Besides teacher training, and interacting with it, there are obviously many other variables: other aspects of the character of the teachers themselves, pupils' attitudes and previous "preparation", available resources (buildings, educational and scientific material), the family's social and economic background, attitudes towards education, etc. However, research has so far failed to show:

2.1 how far, all other independent variables being equal, variations in teacher training can be linked to variations in the effectiveness of teaching;

2.2 how far, other variables being equal, variations in specific aspects of teacher training (cf. 6.1 and 6.2) can be linked to variations in the effectiveness of teaching.

Research of this kind, despite its complexity, deserves encouragement. In fact, of the independent variables in education, teacher training is undoubtedly one which can be tackled relatively simply.

3. Teacher training and the effective development of pupils' social attitudes and behaviour

Schools and teachers generally make rather less effort to develop social attitudes and behaviour. This is because school timetables usually concentrate on academic education, because this is what teachers have been trained for, and because social education is only dispensed implicitly (since the school is primarily interested in attitudes and behaviour which allow teachers to carry out their activities in an orderly fashion). It would be well worthwhile, however, devoting some attention during teacher training to pupils' social attitudes and behaviour.

4. Teacher training and changes in schools

Psychological and sociological research into education often indicates that one of the main difficulties encountered by educational reform and even sometimes modest innovations in running a school, stems from resistance to change on the part of a large number of teachers. The variables identified by research as being most often associated with this resistance are age and teachers' political attitudes and behaviour, about which clearly nothing can or should be done. Improving teacher training is the only way to achieve positive results: resistence to change arises particularly from the fact that in the course of their professional life, inadequately trained teachers have had to develop their own ways and means of solving teaching problems, on the basis of their experience and by copying methods which happen to come to their notice. These teachers find it difficult to relinquish their methods and systems and distrust anyone who wants to upset their routine.

5. Quality and length of initial training

The length of initial teacher training varies from country to country depending on the level of class to be taught: for the more advanced classes training is longer than it is for elementary classes, particularly nursery and primary schoools. This difference originates in the idea that in the initial years of education, which are designed for everyone, and therefore "for the public at large", teachers who are less thoroughly and carefully prepared will suffice. If the difference was ever acceptable, it is certainly no longer acceptable today. Teaching in nursery and elementary schools demands slightly different skills (teachers in the lower grades need to be more competent in matters of socialisation and putting information across), but an equal level of training from the point of view of overall quality, and therefore length of training.

6. Training and professional profile

Teacher training study and teaching practice programmes, whether organised by the universities or by other training institutions, ought to follow on from agreement over their profesional profile, ie the set of theoretical, practical and social skills which teachers need if they are to do their job well. The programme should vary according to requirements (changes in social demand, scientific development, etc). Those skills can be broken down, under very broad headings as follows:

6.1 skills common to teachers and to other professionals qualified in the same discipline

- to have detailed knowledge of some of the problems in a particular discipline (ie to have carried out some serious research work);

- to have sufficient knowledge for the purposes of teaching other branches of the disciplines under study;

- to be sufficiently well informed on the history and epistemology of the disciplines under study.

6.2 skills of the teacher as a professional in a specific field

- to be aware of the specific teaching problems in the disciplines taught and to deal with them;

- to be aware of the problems common to teaching in all disciplines, and able to deal with them;

- to be sufficiently well informed on general questions of aims and methods in education, and on the educational system (standard procedures; recent history) in which he works;

- to be aware of the particular problems posed by working with pupils who are developing, both as individuals and as regards group dynamics;

- to be aware of problems posed by relationships beteen the school and the society of which it is a part.

A proper profile of the teacher's professional skills should in all cases form the basis of university study programmes. Otherwise the programmes are liable to be one-sided, inadequate in one or more sectors, and somewhat unsystematic.

7. The universities and initial teacher training

Participation in initial teacher training should be viewed by the universities as one of their most important tasks. In all countries this task is usually recognised, but not completely discharged when it comes to the skills mentioned in 6.1. The same cannot be said of the skills mentioned in 6.2. The comparative lack of interest for this second set of skills verges on total indifference in some educational systems, such as the Italian.

Behind this attitude, which is widespread among university and administrative staff and politicians, lies the idea tht the problems of teaching and of conveying knowledge in general are not worthy of scientific attention, and that in order to teach it is enough to have a good knowledge of the subject matter. It is clear that in the universities this idea is closely linked to the view that a university professor is only or primarily a man of learning and not himself also a teacher, and also to the scant, if any, attention paid to the teaching activities of university professors as their careers progress. This attitude can only be overcome if organisations responsible for the development of research in universities come to believe that research into teaching is of equal importance to research in other fields, and if they convert this belief into appropriate incentives (funds and other resources, both material and human).

8. In-service training: general objectives

In general, the aims of in-service training are no different from those of initial training: training in the skills necessary to carry out professional activities effectively. These aims do however differ markedly depending on whether initial training was received or not (and if so, whether it was appropriate). In the first case, the purpose of in-service training is to extend and enrich already acquired skills; in the second, however, in-service training will principally have to make up for the lack of initial training.

In the second case, the task of in-service training is obviously much harder and more complex. Here it is unlikely that in-service training will be able to make up for shortcomings in initial training: because they are so extensive, because of the difficulties and costs of organisation, or because of resistence from teachers (cf. paragraph 4). In any case, in-service training should involve both groups of skills outlined under 6.1 and 6.2.

9. Typology of in-service training interventions and institutions involved

The universities must certainly be involved in in-service training activities. The meaningfulness of interventions here is in fact commensurate with the universities' involvement in initial teacher training (it must be general and wide-ranging) and in the problems of teaching, and this will continue to be the case.

It seems, however, that it will not be possible to make the universities wholly responsible for in-service teacher training: the universities must already tackle initial training (or should do so), there are many more serving teachers than students who will probably teach at some future date, and schools are sited throughout the territory of a country. Most countries have therefore assigned various in-service training responsibilities to specific organisations: regional centres for teachers, and/or to new entrants: teacher trainers, recruited from teachers who are the most professionally involved in education.

In view of this, while centres for teachers and teacher trainers are (or can be) made responsible for research and refresher work, particularly as regards teaching and assessment methods and techniques, universities undertake (or could undertake) other responsibilities: training the staff actually in charge of training teachers, and direct action, particularly in updating educational content, ie in the progress of scientific research.

It would be useful if the countries in Europe which have not yet set up special organisational structures for in-service teacher training were to adopt the solutions and experience which have proved their worth in other countries.

10. Teachers' working conditions: professional aspects

Research in the industrialised countries into the social standing of teachers broadly agrees on various basic points:

10.1 the progressive "feminisation" of the profession, which is most marked in the primary grades of teaching, but predominant in intermediate grades too, while university teaching is still mainly a male prerogative;

10.2 the generally poor level of pay (in primary and secondary schools, often lowest in the primary teaching grades) compared with the professions and industry and services, even when the level of qualification is comparable;

10.3 the fact that the poor pay is not really compensated for by shorter working hours and certain forms of freedom in the profession; these advantages are in fact counterbalanced by effort expended in preparing, marking and the psychological burden of activities and relationships which are extremely demanding emotionally;

10.4 the lack of social prestige enjoyed by the teaching profession, according to the teachers themselves;

10.5 the lack of opportunities for mobility which is a feature of the teaching profession;

10.6 the frequent reference by either the public or educational authorities, in addressing teachers, to non-professional elements of their work (teaching vocation or mission, etc), either to stress possible shortcomings, or to urge them on to greater effort.

Improvement in initial and further teaching training must clearly be linked to possible improvements in salary: it is only fair that greater initial professional skills should receive higher rewards, just as in exchange for better pay greater commitment to obtaining in-service qualifications might be required. Similar observations can be made on equating initial training levels for teachers at different educational levels with their rates of pay. A major effort will have to be made to achieve these aims, particularly by those countries, like Italy, which lag farthest behind. Emphasising the above features of teachers' work ought to counter the widespread view of teaching as a job characterised by non-professional elements, and should also limit the tendency to feminisation, which should be viewed with concern if only because it means fewer character patterns, particularly in primary grades. Lastly, job variety for teachers ought to be provided for and encouraged within the education system: taking responsibility for running schools, allocation to special duties (drawing up the syllabus, educational techniques, counselling, etc), transfer to other duties (educational research, in-service training of colleagues). Job variety should be a realistic goal, it should be encouraged (either by providing for the acquisition of new skills, or by offering salary incentives), and it should be a reward for professional commitment and skills acquired.

11. Teachers' working conditions: the need for organised support systems

The ways in which school activities are organised are also part of teachers' working conditions. Democratic or authoritarian heads, colleagues who keep to themselves or are prepared to collaborate, schools that are ready to listen sympathetically to what families have to say, or not, an understanding or a rigid attitude towards pupils are all variables which can have a considerable influence of teachers' work and efficiency. Again, it is important to stress that initial training must be adequate and systematic, and in-service training must be widespread and available at the right time; teachers who are much better prepared than others will be able both to help make the school run better, and to eliminate any possible organisational malfunction.

Various support systems should at all times play a part in the organisation of teachers' work. Today, with the help of modern technologies, they can be easily set up and used; for example, standard instruments and procedures for assessing progress, and indicators of the level of learning attained in the different pupil groups. These support systems, which can be used as long as various scholastic goals have been spelt out and are applied throughout a given region (group of schools, large areas of a given country, an entire country, or, as suggested by the International Educational Achievement group, even at international level), can enable individual teachers to compare the results of their own work with sufficiently reliable points of reference, and can allow those responsible for the organisation of the school to assess overall effectiveness.

Research into these support systems and the extent to which they are used should be encouraged: they can help the teacher to feel part of an organised whole, and not just an isolated operator, with sole responsibility for the results of his work.

TEACHER TRAINING AND STAFF DEVELOPMENT
ACTIVITIES OF THE COMMISSION OF THE EUROPEAN COMMUNITIES

by David COYNE
Principal Administrator in the Education,
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INTRODUCTION

1. The Commission of the European Communities runs no activities which concentrate solely on teacher-training, but the importance of a well-trained and well-motivated teacher force runs through the Community Education Action Programme in all its areas. Particular activities have been undertaken or promoted in the following fields :

   - staff development in the field of transition of young people from school to adult and active life;
   - teacher-training in the context of the education and training of migrant workers and their families
   - promotion of european-level links between teacher-training institutions through "joint study programmes" scheme, under which grants are made to assist with staff and student exchange;
   - teacher-training for the use of the new information technologies in education - the subject of the Bologna seminar of May 1985, and of continuing work.

   Further work is under consideration in the field of modern language teaching.

2. The Commission also runs a scheme of short, multinational group study visits for specialists in education, which in the academic year 1986/7 is based on the following themes :

   1. the development of secondary education in general;
   2. certification and assessment of pupils, and the problem of dropouts and illiteracy;
   3. introducing the new information technologies in schools;
   4. innovation in the education of young disabled persons;
   5. equality of choice and opportunity for girls and boys in school.

   The participants in this scheme, which is coordinated on the Commission's behalf by the Pädagogischer Austauschdienst of the Ministers of Education of the German Länder, are teachers or school leaders, or inspectors and advisers with particular responsibility for school matters. Participation is currently running at over 500 grants per year, and some 2.000 specialists have so far benefitted.

3. In addition to these general activities, however, the Commission has recently launched two studies of potential interest to this hearing, one on the conditions of service of teachers and a further one on teacher-training and the quality of education. These are described in more detail below.

THE CONDITIONS OF SERVICE OF TEACHERS

4. This study, sponsored jointly by the Commission and the Dutch Government and carried out by the Stichting Research voor Beleid (the Dutch Government's Administrative Research Foundation) will produce a detailed report on each

of the Member States of the Community, together with a comparative and analytical report at European level, on "the conditions of service and the career development of teachers". The reports will cover :

- the nature of a teacher's duties and his work load;
- initial and continuing teacher-training;
- salary scales and calculation of allowances (eg, responsibility, special work);
- conditions and arrangements for leave, pensions, social security, etc;
- recruitment and retirement;
- other employment/career aspects.

5. The procedure adopted for the establishment of these reports is lengthy. It necessitates several stages of operation for each country (1st draft report, discussions with national ministries, 2nd draft report, finalisation with ministries), but is intended to provide a set of documents which not only are constructed according to a standard pattern, but also carry the stamp of approval of national ministries.

6. The reports will be discussed in the first place with the Community's Education Committee, but will also be made available to other interested bodies (such as the Council of Europe, OECD and the ILO) as well as more widely. It is hoped that they will be available in the late summer of 1986.

TEACHER-TRAINING AND THE QUALITY OF TEACHING

7. This study is being carried out on the Commission's behalf by a team coordinated from the Laboratoire de Pédagogie Expérimentale of the University of Liège. It starts from the assumption that quality of education is most strongly affected by the performance of teachers, and that in-service training is the major element in the quality of that performance, for two main reasons :

- since the demands made on teachers evolve all the time, and are currently evolving more rapidly than ever before as the rapid changes in society bring pressures on schools to change curricula and methods, continuing training is essential to enable teachers to equip themselves to meet the challenge;
- for demographic reasons, the number of teachers being recruited is dropping; and although initial teacher-training remains of the first importance, the only way to reach the majority of the profession is through in-service training.

8. The study will start from a enquiry into in-service training provision in the Member States :

- description of the system (budget, institutions, place in the educational system as a whole);
- aims and content;
- strategies and methods;
- links with initial training;
- problems encountered.

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9. On the basis of the above description it will aim :

   - to spread more widely between Member States the experience of their partners in the field, to stimulate joint reflexion based on common problems and aims;
   - to analyse the main directions in which in-service training is going in the Community's Member States, including all the aspects listed in para 8;
   - to extract, from this analysis, a group of "common" trends where Community activity may be useful.

10. The study is expected to be completed by the autumn of 1986. It will be discussed in the Community's Education Committee, since it aims at the development of Community policy, but it will also be made available to other interested bodies (such as the Council of Europe and OECD).

TEACHING QUALITY

by David ISTANCE
OECD

OECD organised in Rome in May 1986, a Conference on "Quality in education: the vital role of the teacher". The following document is based on the annotated agenda for this Conference and gives some idea of the kinds of issues and questions dealt with in the OECD on teachers.

What does it Mean today?

In the current debate in Member countries about quality in education and the necessity for raising standards, there is one constant refrain, namely, that effective learning very largely depends upon effective teaching. In some countries it is feared that the very professional competence of newcomers to the profession may have declined over the past twenty years or so. In other countries, there is no evidence that the value of teachers' initial qualifications has fallen, but there is concern that the current state of knowledge, attitudes of and pedagogical methods used by many practising teachers are out of tune with the actual learning needs of children and young people.

PREPARATION, PLACEMENT AND PROFESSIONAL DEVELOPMENT

Key Elements:

Selection for training, methods and prerequisites.
Pre-service Education, its duration, nature of training institutions, components of training programmes, adequacy of practical training, scale of rejections, scholarships available, knowledge of subject(s).
Appointment expectations, matching preferences to the needs of the school. Ageing of the profession.
Induction to system and school levels, knowledge of profession, knowledge of duties.
Appraisal, nature and frequency of review: consequences of appraisal.
In-service Education and continuing professional development. How much? How to organize?

Despite teacher surpluses and the recent closure or merger of training institutions, in a number of Member countries the intellectual level of entrants to teacher training is alleged to be low. If full consideration is to be given to the quality of education, the selection, preparation and placement of beginning teachers need to be given meticulous attention. Moreover, the redeployment of teachers and their in-service education require special consideration in order that their continuous professional development may be assured.

There are four clusters of concern:

a) Entry and training - Are present entry requirements considered appropriate? What importance is attached to personality characteristics? Are the nature of the training institutions and the skills of their staffs considered adequate? Are training programmes sufficiently rigorous, versatile and practical?

b) Appointment and placement - Are recruiting procedures at the end of training found to be satisfactory? Are graduates appointed in appropriate numbers and in appropriate subject areas and are they available for employment in appropriate localities? Is sufficient care taken to match selection directly with the specific needs of each school?

c) In-service Training - Are in-service programmes sufficiently flexible to respond to perceived needs? Do schools sufficiently share in their planning and organization, and have they sufficient uncommitted time to take full advantage of them? Are there 'survival' as well as enrichment courses, so that the immediate as well as the developmental needs of teachers and senior staff can be met? What is the role today of leadership selection and training programmes in assuring first-class management of all schools?

d) Recruitment problems and solutions - If education authorities know what kinds of shortages exist today and what kinds will be encountered during the next ten years, what should be done now to avoid future shortages of highly qualified recruits to the profession?

STATUS, CONDITIONS AND SALARIES

Key Elements:

Nature and duration of leave available for professional development, paid/unpaid, worktime/own time, credentialled/uncredentialled, local/system-wide, academic/practical.
Scope for and benefits of promotion.
Scope for transfer between schools and sectors, appropriateness of placement, degree of permanence.
Adequacy of guidance and supervision-school-based, external or both.
Starting salaries, increments and upper limits of salary scales; comparison with those of other professions as a gauge to the comparative status of teachers.
Merit pay, motivation and morale.

For the effectiveness of the individual teacher as much as for the efficiency of the education system, some consideration of those factors which encourage teachers to invest substantial energies in their daily tasks and in their continued professional growth would be valuable. Member countries may wish, therefore, to share information about the ways in which appropriately trained teachers are assigned to appointments that match the needs of the school and system. Finally, teachers' opportunities for guidance, professional development, merit pay, promotion and improvement transfers are fruitful starting points for a more comprehensive review of morale and motivation factors affecting the quality of their teaching performance.

There is no wish to compare particular salaries and industrial conditions between member countries as, quite clearly, some countries can afford to be more generous than others. Moreover, within a member country such as the United States there is such state-by-state variation that direct comparison in dollar terms is not helpful and teachers in certain states enjoying salaries consistently in excess of the national average may well be aggrieved that, in comparison with other professions, their incomes appear inadequate. At the same time, although some argue that salary levels are unrelated to teacher effectiveness, it is difficult to believe that teachers' morale, enthusiasm and effectiveness will remain intact when they perceive their income levels to be poor in comparison with those of other professions.

THE TEACHING ENVIRONMENT

Key Elements:

Class sizes, pupil-teacher-ratios and non-contact time.
Diversity in the school population, sub-groups requiring special attention: provision for girls/the gifted/migrants/rural students/ethnic groups and the handicapped.
Availability of specialist assistance from qualified staff, access to support staff, levels of advisory support for teachers.
Adequacy of resources, the availability of learning materials, the nature and quality of buildings and plant.
Difficulties in modern classroom management, control and motivation of students, school and classroom climate, continuity between levels.
Role of the community in the school and the school in the community, role of parents, extra-curricular obligations.

Whenever the quality of education is discussed by educators or the effectiveness of teaching performance is appraised by politicians, the media, parents or teachers themselves, the same kinds of issues emerge. Those relate to the difficulties of contemporary teaching, the diversity of student populations and needs, the inadequacy of support personnel to facilitate classroom processes and the paucity of materials, even those considered to be essential learning resources. In most member countries many of the schools are seen to be uncongenial environments for both teachers and learners. The teaching environment is often substantially under-resourced and, in a number of countries, school buildings are in a deteriorating condition with little prospect of improvement. Worse still, it is relatively common to perceive from reports, that teachers do not have adequate professional or sub-professional assistance either to teach the major part of a class with the degree of success that is desired or to give the attention to under-achieving or highly gifted students that their special needs warrant.

This is not to suggest that the whole situation is either disastrous or irretrievable for clearly it is not, and vast numbers of students throughout OECD Member countries enjoy educational opportunities and an educational environment substantially superior to those of their parents. What is required, however, is close professional scrutiny of those circumstances in the teaching environment that inhibit or endanger the accomplishment of the best possible performance in the service of each child's education.

THE TEACHING PROCESS

Key Elements:

Programme management - the effective conduct of that fundamental teaching cycle which links planning, instruction and evaluation as a continuous, repetitive pattern of events in the teaching/learning process.
Classroom management, those aspects of organization and influence which establish and maintain an appropriate learning climate and facilitate optimum pupil performance.
Provision for special sub-groups and the acceptance of the teacher's educational and behavioural expectations.
Coordination of optimum school and classroom goals and objectives.
Use of diverse teaching styles and recognition of differences.
Skilful use of research-based techniques for the teacher/student interaction.
Well-founded planning bases for the classroom curriculum.
Responsiveness to diagnostic evaluation techniques, the adequate assessment of pupil performance.

Recent decades have witnessed major advances in the area of educational research, advances so varied and substantial that no researcher can comprehend all of them and practising teachers cannot be expected to do more than keep abreast of findings relevant to their daily tasks in the classroom. There are expectations, however, which can reasonably be adopted by education authorities and systems throughout the member countries and these relate, first, to basic training and, secondly, to research usage.

It is axiomatic that staff in pre-service training institutions should keep abreast of the latest developments in educational reserch so that students can be suitably informed. As a consequence, teachers should be expected to manage an effective teaching programme through efficient classroom organization and through the establishment of harmonious and productive pupil-teacher relationships. At the same time, in-service programmes should be required to inject into the teaching processes of established teachers those techniques which new research evidence suggests are most effective.

Finally, able school leadership will coordinate and integrate the efforts of all school staff towards the major goals of the school, lending continuity and coherence to the pupil's educational life.

THE QUALITY OF PERFORMANCE

Key Elements:

Considerations of school effectiveness/school improvement.
Criteria for teacher effectiveness, style factors as elements of effective teaching and outcome factors as elements of effective learning.
Performance appraisal, teacher self-assessment, clinical supervision, school-level assessment, system-level evaluation, appraisal for improvement's sake, appraisal for evaluation purposes.
Priorities and criteria: system, school, class.
Organizational climate and the role of the principal, school-level supervisory responsibilities, coordination between levels.
The role of community agencies in the school.
The teacher's role and obligations in non-teaching areas.
Data bases and indices of teacher effectiveness.
The ethics of teacher evaluation.

In most member countries observers, whether from the area of education or not, have come to recognize that society increasingly regards the school as an appropriate locus for solving social difficulties. As the role and influence of the family appears to retreat and as the scale of social problems outstrips the apparent capacity of traditional community agencies to resolve them, schools are called upon to assume wider custodial roles and responsibility for such topics as drug education, sex education, driver education, life-skills, interview skills, entrepreneurial processes or legal affairs; the list is both lengthy and imaginative. However, the essential functions of the school remain, and all those seeking to raise the quality of teaching are obliged to re-establish the perennial purposes of educational institutions. Only by defining the primary responsibilities of teachers can we apply justifiable criteria against which their performance may be assessed.

In applying evaluation criteria, consideration must be given to whether appraisal is to be judgemental or simply the first step in a process designed to confirm and reinforce the teacher's professional knowledge and skills. Moreover, some deliberation of the best ways and means of undertaking such appraisal is warranted in order to ensure its professional appropriateness as well as its pedagogical relevance.

COUNCIL OF EUROPE ACTIVITY RELATING TO TEACHERS

Information note prepared by Simon NEWMAN
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1. INTRODUCTION

The purpose of this note is to give details of the Council of Europe's work, carried out in the context of the European Cultural Convention, relating to teachers and leading up to the 15th Session of the Standing Conference of European Ministers of Education (Helsinki, 5-7 May 1987) on the theme "New challenges for teachers and their education". A select list of documents is given at the end.

2. THE COUNCIL OF EUROPE'S WORK RELATING TO TEACHERS

There is very little of the Council of Europe's intergovernmental work programme on education and culture that does not concern teachers and their training. For the general context see the brochure "Learning for life" [Bibliography 1]. The following are the main areas of activity relating to teachers:

i. The Teacher Bursaries Scheme

Under the scheme, CDCC member states admit teachers from other member countries to short national in-service training courses. In addition, four Council of Europe Teachers' Seminars a year are held at Donaueschingen, Federal Republic of Germany. [Bibliography 5]

ii. CDCC Project 8: "Innovation in primary education" (1983-87)

Among other things, the project has looked at how teacher training can encourage a positive attitude towards innovative change, and the role of the teacher in bringing about a healthy relationship between school and family, essential in combatting school failure. [Bibliography 6-7]

iii. CDCC Project 1: "Preparation for Life" (1978-1983)

The project was concerned with the education of the 14-19 age group. The final recommendation adopted by the Committee of Ministers included guidelines on teacher training. A further outcome of the project was recognition that school heads need training and support for the increasingly complex and difficult task of running a school. [Bibliography 8-10]

iv. CDCC Project 9: "Adult education and community development" (1982-86)

The aim of this project has been to see how adult education can contribute to the economic, social and cultural development of local communities - for example, areas where unemployment has hit particularly hard because the traditional economic basis has collapsed. As part of the project, the Council of Europe sponsored the international co-production of video-cassettes for use in training adult educators. A final conference will be held in Strasbourg on 26-29 May. [Bibliography 11-12]

v. The training of teachers of migrant children

A CDCC working party recommended that all teachers be trained for an intercultural approach to teaching in increasingly multicultural classrooms. Briefly, this means valuing and seeking to benefit from the enriching potential of cultural diversity. This concept was embodied in a recommendation to governments adopted by the Committee of Ministers in 1984. [Bibliography 13-17] (see page 75)

vi. Teaching and learning about human rights in schools

A recommendation to governments on this subject adopted by the Committee of Ministers in 1985, contained guidelines on teacher training. For example, teachers should be taught to identify and combat all forms of discrimination in schools and society, and should be made familiar with the main international declarations and conventions on human rights and with relevant work by the international organisations. The recommendation also warned that teachers should avoid imposing their personal convictions on their pupils and involving them in ideological struggles. Particular attention has been paid in the CDCC's work to how teachers may unconsciously discriminate against girls at school. [Bibliography 18-24]

vii. The teaching and learning of modern languages

A 1982 recommendation to governments by the Committee of Ministers defined how teachers should be trained for the "communicative approach" to modern language learning worked out in recent years by the CDCC's experts. The idea is to get away from an over-theoretical concern with grammar to teaching how to manage the practical, everyday business of staying in a foreign country and making contact with the people who live there. This approach is being put across to the trainers of modern language teachers in a series of CDCC workshops. Concrete learning objectives have been defined for the main European languages in a series of publications known as "Threshold levels". [Bibliography 25-29]

viii. Education for health

A 1982 recommendation by the Committee of Ministers called on governments to introduce education for health programmes in compulsory schools, and listed guidelines for the training of teachers. [Bibliography 30-31]

ix. Training for teachers of physical education and sport

Two seminars have studied this question and produced recommendations for those teaching at both primary and secondary schools. [Bibliography 32-33]

x. New information technologies (NIT)

Regular use of computers in the classroom seems likely to change the role of the teacher. Traditional frontal teaching will doubtless give way to a triangular relationship, and this creates uncertainty among some teachers. The CDCC is seeking to shed light on the implications of the NIT for teacher training. [Bibliography 34-37]

xi. Environmental education

In 1981 the Committee of Ministers adopted a recommendation to governments setting out principles which should inspire environmental education, not as a separate school subject but as an interdisciplinary approach. The importance of teacher training is mentioned, and a list given of potential teaching resources. [Bibliography 38]

xii. The evaluation of in-service training

The priority given to in-service education and training (INSET) of teachers in most countries stems from the ageing of the teaching profession, with little recent recruitment, and the increasingly rapid pace of change, especially in technology. But the existence of INSET does not guarantee its effectiveness. A CDCC study completed in 1980 came to the conclusion that there was insufficient evaluation of INSET, and suggested criteria that could be applied for this purpose. One of the main ideas to emerge was that teachers should take more responsibility for planning, managing and evaluating their own training. /Bibliography 39/

xiii. Consultative meetings with teacher non-governmental organisations

Regular consultative meetings are held with NGOs with an interest in education. A number of European and international teacher organisations have consultative status.

xiv. Educational research

The CDCC from time to time helps organise All-European Conferences of Directors of Educational Research Institutions in co-operation with Unesco The 4th conference will relate to teacher training.

3. STANDING CONFERENCE OF EUROPEAN MINISTERS OF EDUCATION

The preparation of the conference is the responsibility of a committee of senior education officials from the states party to the European Cultural Convention, assisted by the Council of Europe Secretariat. As part of the preparatory work for the main theme of the 15th session, "New challenges for teachers and their education", and in addition to regular meetings of the Committee of Senior Officials, the Council of Europe has held or plans the following events:

i. A consultative meeting with non-governmental organisations in the education sector was held in Strasbourg on 28 January 1986 to discuss "New challenges for teachers and their education". A number of written comments had been submitted beforehand. /Bibliography 3/

ii. A seminar on "New challenges for teachers and their education" held jointly by the Council of Europe and the World Confederation of Organisations of the Teaching Profession (WCOTP) in Strasbourg from 28 to 30 April 1986. The seminar adopted recommendations on this theme and on "New technology and teacher training".

iii. The hearing arranged by the Parliamentary Assembly's Committee on Culture and Education entitled "The teacher in question: the quality and effectiveness of school education" (Vaduz, Liechtenstein, 12-14 May 1986).

iv. The 4th All-European Conference of Directors of Educational Research Institutes, organised in conjunction with the Hungarian National Institute of Education and the Unesco Institute of Education, will review the latest research on the theme from 13 to 16 October 1986 (Eger, Hungary).

v. A colloquy on the theme will be held as part of the work programme of the Council for Cultural Co-operation. The colloquy will bring together senior officials directly responsible for teacher education to review the Council of Europe's past work on the subject. It will be held in late 1986 or early 1987 in Strasbourg.

The results of these meetings will be made available to the Committee of Senior Officials.

In addition, the committee has commissioned a report on the main theme from Professor Ulf Lundgren of the Stockholm Institute of Education, and a comparative study of teacher education systems from Professor Guy Neave of the London University Institute of Education. The latter study will be based on national reports submitted by the member states. /Bibliography 2/

The Standing Conference will also be considering activity reports on the main theme from the participating organisations, namely Unesco, OECD, the Council of Europe, the European Community and the Nordic Council of Ministers.

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3. LIST OF PARTICIPANTS

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MM.	G. MULLER	(Chairman)	Fed. Rep. of Germany
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Mr Michel GEVREY	Vice-President of the World Confederation of Organisations of the Teaching Profession (WCOTP)
Mr Roger HALLHAG	Secretary General of the Organising Bureau of European School Student Unions (OBESSU)

Mr David ISTANCE	Administrator, Education Division, Directoraite on Social Affairs, Manpower and Education, OECD
Mr Jacques JORISSAN	Secretary General, National Dutch-speaking Parents Association, Belgium
Mr Leo LEITNER	Head of Department, Ministry for Education, Art, and Sport, Austria
HRM Prince Nicolas of LIECHTENSTEIN	Permanent Representative of Liechtenstein to the Council of Europe
Mr Markku LINNA	Chairman of the Committee of Senior Officials, Standing Conference of European Ministers of Education, Director of the Dept for Higher Education and Research, Ministry of Education (Finland)
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Mr Otto MIHALY	Keynote speaker of the 4th All-European Conference of Directors of Educational Research Institutions Head of the School Research Department Hungarian National Institute of Education (Hungary)
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B. Fourth All-European Conference of Directors of Educational Research Institutions

Eger (Hungary) 13-16 October 1986

SUMMARY OF CONCLUSIONS

Theme: new challenges for teachers and teacher education with special reference to the functions and organisations of the school

Organised by the Hungarian National Institute for Education in cooperation with the Unesco Institution for Education in Hamburg and the Council for Cultural Cooperation of the Council of Europe

1. Trends in education

- All countries support principles such as democratisation of education, equal opportunities for all (eg boys and girls), lifelong education, social responsibility of teachers.

- Most countries favour a comprehensive school system but structural reforms must not be overestimated.

- Most countries are affected by declining birthrates.

- In Western countries there is a surplus of teachers; in some Eastern countries more teachers are needed.

- Many countries face economic difficulties resulting in restricted educational budgets.

2. Challenges for teachers

From outside the school

- Many families do no longer play a dominant function in the education of their children (increasing divorce rates).

- The media (eg, television) have become an important factor in education.

- Education has to prepare for the new technologies.

- Societies have become multicultural; teachers have to cope with children from different social backgrounds.

From inside the school

- Children's attitudes to work, career, family culture and to school and teachers have changed as compared to 30 years ago.

- Feminisation of the teaching profession in preschool and primary school education is growing, both in East and West.

- Expectations of parents have changed: many consider schools as service agencies.

3. Declining teacher status

The social status of teachers is not very high in many countries. Often salaries are relatively low and career prospects rather bad. Teachers are overloaded with administrative work. All this makes the profession less attractive. For many it is a second choice.

4, Teacher behaviour and attitudes

Many teachers lack

- sense of initiative, autonomy and creativity;
- interest in in-service education and training (INSET);
- flexibility in responding to new challenges.

The reasons may be over-idealistic demands on teachers and rigid bureaucratic rules imposed upon them. Schools and teachers cannot solve all problems of society.

Good teachers should be honest and trustworthy, committed towards society, show civil courage, have broad general knowledge and a high level of culture, should be eager to learn, ready to evaluate themselves, able to communicate, competent in their subject, like their pupils and be fair and just to them.

Not one single teacher may combine all the ideal qualities but a well composed teaching team might offer some support and compensation.

5. Recruitment and selection of suitable teachers

In addition to school marks some countries rely on tests and interviews; France even requires two years of general higher education before entering teacher education (TE). As opposed to success in studies, success in the classroom is hardly predictable.

Some countries introduced periods of guidance and counselling or of introduction into classroom practice to make teacher students reconsider their choice.

The teaching profession should be opened to educationally experienced persons from other areas of the employment system.

6. Initial teacher education (TE)

- The right proportion between subject studies, educational studies (pedagogy, psychology, sociology of education), metaprofessional courses (philosophy, political science), foreign language studies and physical education has to be found.
- Even the theoretical part of TE should become more practice-oriented and include periods of classroom practice (classroom performance also counting towards the final examination).
- Teachers must be trained to pragmatic thinking.

7. In-service education and training of teachers (INSET)

- INSET should combine compulsory as well as voluntary elements and should count towards promotion.
- School-based INSET seems to be more efficient than INSET offered at some centres.

- Newly recruited teachers need to be given particular support and allowed to benefit from INSET right from the start.
- Participation in research may be a good form of INSET.
- INSET should be based on teacher's own felt needs and problems.

8. The school system

- Schools and teachers should be given greater autonomy.
- Universities, colleges of education and schools should co-operate more closely.
- Innovations often fail, because the teachers' efforts and implicit theories on teaching are not taken into account.

C. Report of the Debate of the Parliamentary Assembly

30 January 1987

The PRESIDENT.- The first order of the day is the consideration of the report on the quality and effectiveness of school teaching from the Committee on Culture and Education (Doc. 5670).

The list of speakers closed at the end of yesterday afternoon's sitting.

Seven names are on the list, and two amendments and one sub-amendment have been tabled.

Mme de AZEVEDO, rapporteur de la Commission de la Culture et de l'Education.- Monsieur le Président, chers collègues, je tiens d'abord à féliciter Mme Hawlicek pour sa récente nomination au gouvernement d'Autriche, comme Ministre de l'éducation, des sports et du patrimoine architectural.

Je suis très honorée de présenter, au nom de la Commission de la Culture et de l'Education, son rapport sur "la qualité et l'efficacité de l'enseignement", qui est à la base même du projet de résolution en discussion au cours de cette séance plénière.

Je dois souligner que le problème de l'éducation, au-delà de toutes les raisons déjà exprimées dans ce document, devient de plus en plus d'actualité, comme le montrent de récentes manifestations, nombreuses et violentes, des étudiants dans divers pays européens. Il est même significatif que ces troubles sociaux se soient produits successivement et indépendamment de la couleur politique du gouvernement contesté. On peut même constater que les échos de ces manifestations sont arrivés jusqu'en Chine, produisant des phénomènes parallèles, non pour les mêmes objectifs que ceux des étudiants occidentaux, mais pour remettre en question le régime politique et réclamer l'octroi de libertés fondamentales.

L'impression que nous pouvons retirer de ces faits, c'est qu'il existe un malaise social, dû principalement au chômage des jeunes, malgré la démocratisation de l'accès à l'école et l'augmentation des crédits budgétaires à cette fin spécifique, crédits qui deviennent de plus en plus lourds pour les contribuables.

Ainsi ce débat prend une importance accrue en raison de l'actualité.

La Commission de la culture et de l'éducation a centré son rapport sur les niveaux primaire et secondaire obligatoire de l'enseignement scolaire, cherchant à trouver des points concrets et spécifiques susceptibles d'améliorer les qualités professionnelles dont les enseignants doivent faire preuve pour faire face notamment à la croissance économique, au progrès technique vertigineux, à la montée du taux de chômage et, en somme, aux changements qui influent sur l'insertion des personnes dans la vie active.

Cette tâche n'est pas facile car les propositions concrètes que la Commission a recherchées pour présenter ce projet de résolution doivent constituer la réponse adéquate et viable aux finalités accordées à l'éducation et au rôle de l'école et de l'enseignement en vue du progrès de la société et de la réalisation personnelle de l'individu.

Tenant compte du fait que l'enseignement est la profession la plus critiquée et qu'elle est l'objet de sévères appréciations de la part des jeunes, de leurs parents, des entreprises, de tous ceux qui sont mécontents de la situation actuelle, la Commission a organisé une audition à Vaduz, au Liechtenstein, les 12 et 13 mai 1986, pour débattre de toutes ces questions.

Les apports des personnalités invitées, des experts et des représentants des groupes intéressés, suivant leur expérience, leur sensibilité et la perception des problèmes, ont donné aux parlementaires participant à ce débat une approche très riche et variée. Le compte rendu de l'audition et les documents en annexe seront donc des éléments à apporter à la Conférence permanente des ministres européens de l'éducation.

Les travaux préparatoires menés par le Conseil de l'Europe en vue de la réalisation de la 15e session de la Conférence méritent en outre, une attention particulière étant donné que relèvent de la compétence même de la Conférence, l'examen et l'évaluation des activités des organisations internationales, à savoir l'UNESCO, l'OCDE, la Communauté européenne, le Conseil des Ministres des pays nordiques et, évidemment, le Conseil de l'Europe.

Le projet de résolution va encore plus loin, invitant la Conférence à préciser les domaines dans lesquels le CDCC devra poursuivre des activités spécifiques telles que la formation initiale et continue des enseignants, l'évaluation de l'efficacité de l'enseignement et de la formation, l'information des formateurs d'enseignants, des chefs d'établissement et des administrateurs de l'éducation, le développement des échanges d'enseignants en Europe.

On constate aujourd'hui un sentiment généralisé de déception à l'égard de l'enseignement et de l'école comme voie de préparation à la vie active. L'application des droits économiques et sociaux dans tous les pays de l'Europe occidentale a déterminé une démocratisation dans l'accès à la scolarité obligatoire, entraînant des effets multiplicateurs en ce qui concerne l'obtention des diplômes et la diffusion des titres. Mais ensuite, le monde industrialisé est entré dans une période de récession économique, de chômage et de faillites dans le domaine de l'activité économique. Et pourtant - cela est impressionnant - des diplômés ne trouvent pas d'emploi sur le marché du travail, alors que des postes restent vacants faute de diplômés.

Cette absence de correspondance entre l'exigence du travail et de l'école, que les changements incessants dans le monde social, les innovations technologiques expliquent, pose un défi à tout le système éducatif, y compris les qualités professionnelles de l'enseignant. Il faut bien reconnaître que les modifications ou les réformes à introduire ne peuvent pas aboutir aux résultats souhaitables si les gouvernements ne reconnaissent pas aux enseignants le statut, la rémunération et les conditions de travail qu'implique une telle fonction. Au-delà de la constatation des efforts déjà accomplis dans les domaines de la formation initiale et continue, de la participation des syndicats et des associations des parents aux mesures législatives et à la propre vie scolaire, un large champ reste ouvert à la coopération avec l'industrie dans les secteurs les plus avancés.

En bref, il n'existe pas une vraie motivation pour les enseignants sans une modernisation des méthodes d'enseignement, fondée sur une véritable technologie éducative et sur la recherche pédagogique.

Je suis persuadée que le projet de résolution sera approuvé par l'Assemblée. La commission de la culture et de l'éducation a apporté une contribution positive à la dignité de la fonction de l'enseignant tendant à améliorer la qualité de l'éducation des générations futures.

Mrs de AZEVEDO (Portugal) (Rapporteur of the Committee on Culture and Education)(Translation) speaking on behalf of Mrs Hawlicek, said that the subject of education was topical not only for the reasons listed in the report but because of the recent demonstrations by students in various member countries and elsewhere. Increased unemployment had caused a spread of dissatisfaction while cuts had been imposed on the budgets for education. Nonetheless, efforts had been made to keep education up to date in view of the many social and technological changes.

The committee had made various recommendations designed to promote the individual in society. A symposium had been held in Vaduz to which various expert witnesses had been invited and their contributions had been a valuable asset in preparing the report.

There was widespread disappointment with the preparation for life provided by schools. A greater democratisation in educational institutions had been achieved generally and more students were graduating with diplomas or other qualifications but, in the face of growing unemployment, many well qualified persons were unable to get a job. The task ahead was to ensure that the education provided was of a kind that employers required. A further necessary reform was the enhancement of teachers' status and pay. It would be necessary to consult educators as part of the process of discovering new methods of teaching.

CANTIENI (Schweiz).- Herr Präsident ! Meine Damen und Herren ! In den Sitzungen unserer Kommission vom Mai 1986 in Vaduz und vom Dezember in Paris haben wir uns sehr eingehend mit dem Problem der Bildung und Erziehung befasst. Kompetente Experten und erfahrene Spezialisten haben die Kommissionsarbeit begleitet und wertvolle Entscheidungselemente zur Diskussion gestellt.

Wie aus dem Kommissionsbericht und aus den Ausführungen der Berichterstatterin hervorgeht, bildet die Schule und insbesondere die Volksschule die Stätte der Bildung und Erziehung, von der die Zukunft eines Kindes, eines jungen Menschen in hohem Masse beeinflusst und geformt wird. Erfolg oder Misserfolg der Schulvildung ist aber stets auch abhängig von der engen Zusammenarbeit zwischen Schule und Elternhaus. Zu Recht fordert der vorliegende Bericht die enge und nachhaltige Zusammenarbeit zwischen Eltern und Lehrern.

Sagen wir es deutlich : Wenn ein Kind erstmals die Wärme und die Sicherheit des Elternhauses verlässt und diesen ersten Schritt in die Schulstube vollzieht, sucht es in eben dieser Schulstube wiederum Wärme und Geborgenheit. Glücklich das Kind und glücklich die Jugend, die auch in der Schule diese wesentliche Elemente finden !

Bildung und Erziehung müssen den ganzen Menschen ansprechen. Heinrich Pestalozzi, der grosse Schulmann und Erzieher, hat bekanntlich die Ziele jeder Schulbildung in die eine Forderung enbezogen : Kopf, Herz und Hand, d.h. Verstand, Gemüt und manuelle Fertigkeit, sind gleichwertig und in gleichem Masse förderungswürdig.

In einer Zeit eines enormen technischen Fortschritts, einer rasanten Entwicklung neuer Technologien besteht die Gefahr, dass die materiellen Werte überbewertet werden und ideelle Anliegen - ich meine hier die Kultur im weitesten Sinne - vernachlässigt werden. Konkret geht es hier um die Pflege und Förderung der musischen Fächer wie Gesang, Musik, Literatur und Malerei. Die Erfahrungen und die Erkenntnisse im Europäischen Jahr der Musik 1985, vom Europarat proklamiert und mitfinanziert, sind überzeugende Beweise dafür, dass gerade die junge Generation für kulturelle Werte zugänglich ist. In der Schweiz haben wir insbesondere mit den regionalen Musikschulen, aber auch mit den Gesang- und Musikvereinen in den Gemeinden sehr positive Erfahrungen gemacht.

Wenn ich eingangs gesagt habe, Ziele und Methode der Bildung und Erziehung auf der Volksschulstufe müssten den Menschen in seiner Ganzheit erfassen, gilt das aber auch für die Ausbildung der Lehrer. Effizienz und Qualität des Unterrichts sind weitgehend abhängig nicht nur von der theoretischen Ausbildung der Lehrkräfte, sondern auch von der Lehrerpersönlichkeit. Der Lehrer ist nicht in erster Linie Vermittler von Wissen ; er formt und erzieht die ihm anvertrauten Kinder, in erster Linie durch das Beispiel.

In unserer Kommission habe ich darauf hingewiesen, dass es wichtig ist, die Schüler vorzubereiten auf den Existenzkampf im Beruf und Wirtschaft, der oft hart ist und jungen Leuten vieles abverlangt. Gelegentlich stellt man fest, dass die Anliegen der Wirtschaft in einem Geist der Wirtschaftsfeindlichkeit behandelt werden. Sicher darf die Schule und darf der Lehrer an gewissen Unzulänglichkeiten von Wirtschaftsinstitutionen Kritik üben und auch Schwächen dieser Institutionen aufzeigen. Diese kritische Auseinandersetzung mit der Wirtschaft darf aber eine positive Grundeinstellung der jungen Generation nicht erschweren.

Ganz allgemein muss jeder Unterricht auf der Volksschulstufe die positiven Werte des Lebens sichtbar machen. Ein guter Lehrer versteht es immer wieder, seine Schüler für das Gute und für das Schöne zu begeistern. Helfen wir mit die Sonnenseiten des Lebens in der Schule, in der Familie, in unserer Gesellschaft aufleuchten zu lassen, damit die jungen Leute, für die wir alle Verantwortung tragen, mit Mut und Zuversicht die Volksschule verlassen und ihre Berufslehre antreten !

Ein Wort noch zur Frage der Arbeitslosigkeit der Lehrer. Dieses Problem ist auch in der Schweiz nicht unbekannt. Junge Lehrer und Lehrerinnen sind oft gezwungen nach Absolvierung des Lehrerseminars mehrere Jahre zu warten, bis sie eine Stelle im Lehrerberuf finden. Man versucht, diese unerfreuliche Situation u.a. dadurch zu mildern, dass man kleine Klassen bildet, was wiederum auch im Interesse der Schüler liegt. Der Leistungsdruck, dem wir auf allen Stufen der Volksschule, aber auch der Berufs- und Mittelschule begegnen, kann in kleinen Klassen entschärft werden.

Abschliessend danke ich der Berichterstatterin für die Präsentation dieses Berichts und bitte Sie, den Anträgen der Kommission auszustimmen. (Beifall)

Mr CANTIENI (Switzerland)(Translation) said that the committee had benefited from advice of experts in the preparation of the report. Primary schools were a fundamental part of the preparation of young citizens for life, and there was a basic need for co-operation between parents and teachers to ensure that children felt secure in school. Skills of all kinds should be encouraged paying attention not only to material values; cultural development was also necessary. For example Switzerland encouraged musical societies. Teachers not only passed on knowledge but instructed by their example. It was necessary to foster a more positive attitude among young people towards industry. It was also necessary to improve the motivation of teachers. In Switzerland the problem of unemployment among young teachers had been alleviated to some extent by smaller class sizes. Reducing the size of classes enabled teachers to perform better in their task. He thanked the Rapporteur and would support the resolution.

Mr ROMAN (Spain) said that the report brought out important challenges for education. The first was the basic training of citizens to take their places in a democratic society. The second was the extension of the curriculum to cover new subjects, such as computer science, or to extend school teaching into areas, such as anthropology and law, which had hitherto been reserved to the universities. The third challenge was to improve the quality of teaching by better techniques and use of new technology. The fourth challenge was to improve the training of teachers so that they could participate effectively in the improvement of education as a whole. He hoped that the Committee of Ministers would pay close and serious attention to the contents of the report.

M. BURGER (Luxembourg).- Monsieur le Président, mesdames et messieurs, je regrette de ne pas avoir pu assister à l'audition de Vaduz.

Sur la base de ces documents, on peut se poser la question de savoir pourquoi l'équation : éducation + enseignement = profession manuelle ou intellectuelle assurée est parfois prise en défaut. En effet, malgré la récession économique, le problème du chômage est très souvent un problème d'inadéquation de la qualification. Je n'en veux pour preuve que le nombre d'emplois offerts dans des journaux tels que Le Soir et Le Figaro avec des exigences toujours plus grandes.

A tort ou à raison, on tend à mettre en cause la qualité de l'enseignement scolaire et à faire le procès des éducateurs, instituteurs, professeurs, chefs d'atelier et autres, tout en ménageant les responsables politiques et sans tenir compte de la transformation profonde de notre société.

Le respect témoigné jadis aux autorités telles que les curés, les médecins, les éducateurs et autres n'est plus à la mode, à de rares exceptions près. L'éducation anti-autoritaire a été et est encore aujourd'hui un échec. Comme toute circulation serait impossible sans code de la route, notre jeunesse actuelle n'a pas pu bénéficier d'une éducation morale idéale, force motrice des générations antérieures. Le temps de loisirs a augmenté considérablement - trois après-midi libres - de sorte que les heures d'enseignement hebdomadaire ont forcément diminué, exigeant logiquement davantage de concentration de la part des éducateurs et des élèves.

Le rapport école-parents est devenu un problème des plus importants à mesure que les deux parents ont souvent des obligations professionnelles fatigantes. Les temps où la mère était, en quelque sorte, le complément de l'éducateur sont révolus. Enfin, il ne faut pas cacher la vérité : les éducateurs ont, de nos jours, des problèmes de rémunération que notre génération n'a pas connus, du moins dans mon pays, le Luxembourg.

Le Luxembourg n'a pas d'université. Il y a une année de cours supérieurs dans la section biologie, mathématiques et langues. Ainsi la secondaire doit préparer les étudiants aux études universitaires à l'étranger, de sorte que les langues courantes occupent une grande part du programme scolaire : allemand, français, anglais, option espagnol, italien ou latin classique.

En ce qui concerne la qualité de l'enseignement primaire, post-primaire, professionnel, secondaire, je suis d'avis que les programmes scolaires jouent un rôle capital essentiel, dans l'enseignement. Ma génération a profité d'un enseignement excellent à tous les stades, ouvrant largement les portes universitaires en France, en Suisse, en Allemagne et en Angleterre à toutes les professions intellectuelles : ingénieur, avocat, médecin, économiste, éducateur, professeur et j'en passe.

Ainsi, le Luxembourg, même avant la création de la Communauté européenne, avait déjà mis en pratique plusieurs propositions qu'on retrouve aujourd'hui dans le rapport Colombo : mobilité des étudiants, maîtrise de langues étrangères, formation universitaire des éducateurs du secondaire et des sections annexes.

Se pose cependant à nous le problème du numerus clausus dans certains pays, aussi bien en ce qui concerne les leçons que les stages pratiques, par exemple dans les hôpitaux.

Pour revenir à l'importance des programmes scolaires, je suis d'avis que les réformes incessantes durant les vingt dernières années ont influencé de manière négative la qualité de l'enseignement au dépens des éducateurs, des élèves et des parents. Aujourd'hui, on ne parle plus de l'échec de la théorie des ensembles mais, à cause de cette réforme, nous avons des bacheliers qui n'ont jamais entendu parler de la règle de trois, base pratique de l'arithmétique de tous les jours.

Apprendre une langue sans se fonder sur la grammaire a comme conséquence que la rédaction d'une lettre donne des résultats catastrophiques du point de vue de l'orthographe.

Je pourrais continuer en ce qui concerne la valse des livres de classes, mais je m'arrêterai ici.

Heureusement, il y a parfois eu des initiatives positives, par exemple la création des écoles de commerce et de gestion adaptées aux évolutions techniques modernes.

Ainsi le secteur tertiaire - banques, assurances - préfère engager aujourd'hui un ou une employée diplômé de l'école de commerce et de gestion qu'un diplômé du bac !

Il faut alors se poser la question de savoir à quoi sert le baccalauréat - passe-partout il y a dix ans - si l'on n'a pas l'intention de faire des études universitaires. Il reste la carrière moyenne de l'Etat.

Cela dit, revenant sur l'importance des programmes scolaires, je regrette que le Doc. 5670 ait ignoré complètement l'éducation sportive et ait fait peu d'état de la culture.

"Mens sana in corpore sano" est un adage souvent cité mais sa mise en pratique se fait malheureusement dans les pays de l'Est !

Les études exigent néanmoins un équilibre physique et psychique pour garantir le succès scolaire.

Le sport prévient les malformations, forme le caractère, combat la paresse, crée la volonté de vaindre les obstacles qui se posent durant la scolarisation et la vie professionnelle.

Il en est de même de la culture dont on parle partout, surtout quand il s'agit d'améliorer les relations Est-Ouest.

Le rapport Colombo en a fait un chapitre à part et je m'y réfère faute de temps.

L'enseignement ne saurait ignorer aujourd'hui les règles essentielles de l'hygiène, surtout l'usage des drogues, l'abus du tabac, de l'alcool et des médicaments en se référant surtout à l'audiovisuel.

La coopération européenne peut donner de nombreuses réponses mais elle ne saurait résoudre tous les problèmes, que j'ai évoqués, celui du numerus clausus, par exemple.

Ce que notre jeunesse exige c'est que l'école soit une école pour la vie, que les réformes soient bien adaptées à l'évolution technique et ne forment pas un fardeau supplémentaire inutile.

Enfin, si les éducateurs proposent, ce sont les hommes politiques qui disposent et qui sont donc responsables de la qualité de l'enseignement, du recrutement et de la formation des éducateurs, de l'établissement des programmes par le biais desquels les jeunes doivent bénéficier du droit au dialogue et de responsabilités justifiées.

L'informatique, le computer ne peuvent pas remplacer la personne humaine ; ils sont à son service. Il faut savoir s'en servir à bon escient. C'est le rôle de l'enseignement.

En tenant compte de ces réflexions, je voterai le projet de résolution, Doc. 5670. Je remercie la Commission de la culture et de l'éducation pour son travail très bon et très utile.

Je vous remercie, mes chers collègues, de votre attention.

Mr BURGER (Luxembourg) (Translation) regretted that he had not been present at the Vaduz conference, but reading through the documents, he could see that unemployment often resulted from the fact that education did not provide the skills needed by industry. It was not just a question of the quality of teaching but of the problems of society as a whole. There was a lack of moral leadership both by teachers and parents. He turned to the components of the curriculum. He thought insufficient attention was paid to the teaching of foreign languages and to the co-ordination of the curriculum in secondary and higher education. Some of the reforms in the last 20 years had had a negative impact on education as few people had the courage to question the abandonment of the three Rs. There had, however, been some constructive developments, including the establishment of more business and management schools. He regretted the fact that Document 5670 did not refer to sport. He felt that the eastern Europeans paid more attention to sport than western Europeans and that we had not yet got the balance between physical and intellectual education right. In addition, the dangers of drugs and smoking, and the uses of audio-visual techniques should all be covered in the school curriculum. He would vote in favour of the draft resolution.

Mr THORESEN (Norway).- I congratulate both the new and the old rapporteurs on this most comprehensive report. I sincerely hope that the debate will contribute to an understanding of the need to consider fundamental pedagogical questions as an integrated not a separate part of the political debate as a whole.

Debates on schooling and teaching often separate school life and the development of society too much. In this context we leave schools too often to solve problems that are created by developments in other parts of society, and too often they are provided with inadequate means. Too often, again,

that tends to create frustration in schools for teachers, pupils and students, which results in criticism from outside schools. Accordingly, frustration, lack of discipline and inadequate answers to the demands of society may be caused by influences outside the school rather than by influence inside the school.

Urbanisation, mobility, unemployment, changes in family patterns create major challenges for schools. Schools can do little more than handle the symptoms. They cannot reach the core of the problems. The lack of ability to express oneself adequately and illiteracy frighten us all. The cause of this lack of ability may not be poor teacher or student skills or inadequacy of pedagogical methods but developments in the media stimulating passive entertainment rather than active reading and recreation.

If schools and teachers are to meet challenges of that kind, major changes in the structure of school teaching may be needed. Furthermore, the social conditions for the provision of teaching must be improved. In Norway teachers in secondary schools are leaving their posts to take up work in business where they benefit from improved pay and fixed and regular working hours. For example, physics and chemistry teachers leave teaching for the oil business, and often it is the best trained and the most experienced teachers who leave. That provides a challenge to public authorities on wages and working conditions.

Most of all, teachers need time for preparation and for in-service training to improve and extend their skills. That is even more necessary now when teachers have to meet new challenges from society. Teaching is also a very lonely job. Teachers spend most of the day alone with their students or pupils. Teachers need time, therefore, to exchange experiences with one another to enable them to handle problems collectively, and also to discuss pedagogical problems and the planning of the curriculum.

In Norway days are set aside in which such work can be planned. However, there is still insufficient time. Furthermore, schools and teachers may not be able to profit from outside resources. In earlier times schools could often profit from the natural experience of the pupils' daily and working life in local surroundings and society. Due to many factors, such experience is now substantially weakened.

In earlier times an important goal was to free children from work so that they could go to school. When that goal was attained it led to great social improvement. It may, therefore, seem paradoxical that we should now want to strengthen the links between school and local working life - not in the sense of reintroducing child labour but in the sense of inviting local management and trade unions to provide school education programmes from time to time. However, that must not lead to a weakening of teachers' responsibility for education and for the planning of education. The aim must be to extend their responsibility.

I draw attention to a problem that now faces schools in Norway: the overcrowding of classes and school playgrounds. A number of valuable ideas have been introduced into primary schools in particular. I refer to the fight against drug abuse and drugs trafficking. It is very important to provide education for children, but we must consider whether that ought to be taken out of the hands of the school authorities and dealt with elsewhere so that school programmes will not be hindered by such training.

The introduction of technological techniques into education may be all very well but the main resource in school will always be the teacher, and the welfare and the re-education of the teacher must therefore be our main concern in making schools better.

Mr NUNEZ (Spain) was sorry that debates on culture and education usually took place at the end of the plenary session. He supposed however that it was better late than never. He thought that the motion before the Assembly was very timely. Many European countries had experienced strikes by students who were demanding a better quality of education. Systems of education needed drastic revision in the light of the changing world. It was important to look at education as a whole and to consider the primary, secondary and higher sectors together. All parties concerned - parents, teachers and industry - should be involved in that reappraisal. It was necessary to prepare young people for this future. He commended the draft resolution but emphasised that the key problem which had to be tackled was that of financing education. He believed that it was absurd that teachers, the creative vanguard of the profession, should have a lower social and economic status than inspectors and administrators. That had to be remedied. Additionally, he emphasised the need for greater investment in the physical infrastructure, for example schools, laboratories etc, at all levels of education up to and including universities. He reminded the Assembly of the need to respect academic freedom in all those reforms. He ended by congratulating Mrs Hawlicek on her nomination as Minister for Education, and Mrs de Azevedo for completing the task of Rapporteur. He urged the Council of Europe to take a fuller part in the development of European-wide education.

Mr LOPEZ HENARES (Spain) regretted the habit of debating education on the final day of sessions and hoped that in future such debates could be given a greater prominence. He congratulated all those concerned in the preparation of the draft resolution but expressed his feeling that it was somewhat thin. He had read with great interest the report of the colloquy but would have liked to have seen more concrete and radical proposals in the draft resolution. Unfortunately he had not had an opportunity to table specific amendments.

He believed that the most important problem facing education was the speed of social and technological change. Teachers needed training to cope with that change. Although it was vital to facilitate the transfer of best practices between educational centres and different countries, Mr Lopez Henares stressed the need to respect the autonomy of educational institutions and to avoid excessive centralisation and the creation of absolute homogeneity. He ended by calling for greater resources to be given to educating young people in a more flexible way to enable them to cope with rapid change and increased leisure.

The PRESIDENT announced that the list of speakers had been exhausted and invited the Rapporteur to respond to the debate.

Mme de AZEVEDO, rapporteur.- Monsieur le Président, je tiens d'abord à remercier tous les parlementaires qui ont émis des commentaires très élogieux tant sur le rapport écrit de Mme Hawlicek que sur la présentation orale que j'en ai fait en tant que rapporteur suppléant.

Je tiens également à formuler une remarque à la suite de l'intervention de M. Lopez Henarès. Celui-ci a en effet exprimé une certaine déception devant le contenu du projet de résolution qui, au contraire de l'audition de Vaduz qui avait été particulièrement riche, lui a paru très strict.

Je dois donc lui indiquer que cela relève de la nature spécifique d'un projet de résolution. Celui-ci ne saurait ainsi reprendre tous les travaux préparatoires qui font l'objet d'une annexe de cent pages. La Commission de la culture et de l'éducation invite la Conférence des ministres européens de l'Education à adresser au C.D.C.C. des propositions concrètes et précises. Les points concernés sont énumérés dans le projet de résolution.

Je suis en revanche d'accord avec M. Cantieni pour reconnaître que les jeunes sont aujourd'hui accessibles aux valeurs culturelles.

Ils ont été notamment sensibles à l'année de la musique, et ils le sont même à d'autres activités, telles que la danse. C'est là un aspect positif de l'enseignement actuel. Mais, quoi qu'il en soit, ces activités provoquent l'enthousiasme des jeunes.

Le chômage dans le corps enseignant, est différent selon les pays. Chez moi, au Portugal ce chômage n'existe que dans certaines catégories d'enseignants. Par exemple, si on relève une carence de professeurs de philologie classique, le chômage est important parmi les professeurs de de philologie germanique et d'histoire, car ces études suscitent l'enthousiasme des jeunes qui entrent à l'université.

Il convient donc d'inciter les jeunes à s'orienter dans la bonne direction à la sortie de leurs études universitaires. Au Portugal, un système adéquat n'est pas en place actuellement, et je crois qu'il en est de même dans de nombreux pays.

M. Roman a dit que jusqu'à présent aucune réforme n'a été faite tendant à la décentralisation ; mais actuellement, tous les gouvernements s'orientent dans ce sens - et il en est ainsi dans mon pays - pour mettre en place des directions régionales de l'éducation.

M. Burger a indiqué qu'il existe un important flux migratoire au Luxembourg. L'enseignement des langues y est plus difficile qu'ailleurs en raison de l'importance de cet enseignement dans ce pays. En tout cas, le projet de résolution met l'accent non sur le contenu des programmes spécifiques, mais sur la qualité et l'efficacité de l'enseignement.

M. Thoresen a parlé des classes qui posent un problème. Dans tous les pays européens, des efforts très sensibles ont été réalisés dans ce domaine. Mais il était bon de soulever la question, car la qualité du travail des enseignants est en cause.

M. Nunez a évoqué l'autonomie du service public. A cet égard, il faut distinguer, d'un côté, l'autonomie des institutions et, de l'autre, la liberté de l'enseignement. Mais je ne vois pas très bien à quoi se rapporte la question de M. Nunez.

Mes chers collègues, je suis en tout cas d'accord sur l'ensemble des affirmations qui ont été avancées au cours de cette discussion. (*Applaudissements*.)

Mrs de AZEVEDO (Portugal)(Translation) thanked all the contributors to the debate for their many kind remarks. In response to the criticisms of Mr Lopez Henares, she said that thinness was in the nature of draft resolutions. The real meat could be found in the 100 page appendix. She believed that the draft resolution contained quite specific proposals for action by the Standing Conference of European Ministers of Education. In response to Mr Cantieni she agreed that there was great enthusiasm amongst young people for culture and that that should be stimulated and channelled. In respect of the problem of unemployment among teachers, she noted that that was specific to certain subjects while at the same time there were insufficient teachers in other areas. That was a problem to which governments needed to give greater attention. There was a need for people to be directed to the proper university sectors in order to prevent unemployment among graduates. She disagreed with Mr Roman's view that there had been no decentralisation in education; Portugal was an example of a country which disproved that. Turning to Mr Burger's remarks she acknowledged that there were specific problems in Luxembourg arising from the migration of families. In the educational sphere that meant that the teaching of languages was particularly difficult. The draft resolutions refrained from focusing on the content of school curricula but concentrated on the quality of teaching. In that connection Mr Thoresen was right to mention the size of classes. Mr Nunez had referred to the public service and the autonomy of education. She agreed with those remarks and indicated general assent to most of what had been said in the debate.

MÜLLER (Bundesrepublik Deutschland).- Herr Präsident ! Meine Damen und Herren ! Ich glaube, wir haben gerade eine wichtige Diskussion abgehalten. Leider findet diese Diskussion wieder einmal am Ende einer Sitzungswoche statt ; das ist bereits kritisiert worden. Aber vielleicht kann man es auch positiv sehen und sagen, dass die wichtigsten Dinge am Ende kommen. Ein deutsches Sprichwort sagt : Das dicke Ende kommt nach. Insofern kann man dem sogar noch etwas Positives abgewinnen.

Meine sehr verehrten Kolleginnen und Kollegen, wir sprechen über ein Thema, das aktueller nicht sein könnte. Wir erleben nämlich in diesen Jahren und Jahrzehnten im Erziehungswesen einen Veränderungsprozess, bei dem althergekommene Sitten und Gebraüche abgelöst werden. 2000 Jahre lang hat man im Erziehungswesen im Grunde genommen mit den gleichen Methoden und unter den gleichen Voraussetzungen gearbeitet. Im alten Rom hat man mit dem Griffel auf Wachstafeln geschrieben, und in meiner Jugendzeit hat man in der Schule noch auf Schiefertafeln geschrieben. Bis dahin hatte sich in den 2000 Jahren nicht viel verändert. Gerade in den letzten Jahren ist aber ein ungeheurer Veränderungsprozess in Gang gekommen.

Dieser Veränderungsprozess gefährdet vor allem die Person des Lehrers. Die Veränderungen berühren aber nicht nur den Lehrer, sondern auch die Eltern oder den Grossvater oder die Grossmutter, die früher viele Erziehungsaufgaben übernommen hatten. Die Veränderungen ergeben sich daraus, dass in fast allen Gesellschaften das Kind einen Selbsterziehungsprozess durchmacht, indem es sich über das Fernsehen oder über Videoanlagen selber Informationen verschafft, die nicht immer unbedingt zum besten für den Erziehungsprozess des Kindes sind.

Der Lehrer bekommt dadurch im Gegensatz zu früher ein Kind in die Schule, das in gewissem Sinne schon "altklug" ist, wenn ich dieses Wort einmal gebrauchen darf. Es ist nicht mehr so sehr von der Autorität des Lehrers überzeugt, nachdem es sich längst durch das Fernsehen nicht nur über diese Erde, sondern darüber hinaus auch noch über den Weltraum kundig gemacht hat. Das bedeutet, dass unser Erziehungswesen einen Reformprozess durchmachen muss, der diese Komponenten der Umgestaltung der Einflüsse auf das Kind stärker berücksichtigt. Wir wissen, dass Kinder und junge Menschen zum Beispiel viel besser mit Computern umgehen können als die erwachsene Generation von heute. Daraus erwächst bei den Kindern auch ein gewisses Überheblichkeitsgefühl, vielleicht sogar gegenüber den Erziehenden.

Wir müssen weiter berücksichtigen, dass sich das Umfeld des Kindes gerade in den letzten Jahrzehnten verändert hat. Nicht mehr die bäuerliche Welt ist die Regelwelt für die jungen Menschen, wie das vor 100 Jahren noch der Fall war, als die Mehrheit der Bevölkerung noch in der Landwirtschaft tätig war. Es ist nicht einmal mehr - schon wieder eine Stufe weiter - die Welt der Industriegesellschaft oder der Fabrik. Wir sind bereits im Zeitalter der Dienstleistungen, wo sich an Stelle der bäuerlichen Welt - ich sage einmal das Wort - das Dickicht der Grossstädte entwickelt hat und ganz andere Umweltbedingungen für das Kind vorhanden sind. Durch diese Veränderung der Umwelt ergeben sich aber auch wieder andere Herausforderungen für das Kind. Der alte Satz, den wir alle aus der Schule kennen : "Non scholae sed vitae discimus", hat heute sicher eine völlig neue Bedeutung. Im Gegensatz zu früher muss sich auch der Erziehende darüber im klaren sein, dass auch sein Leben ein permanenter Erziehungsprozess sein wird. Der Erzieher muss davon überzeugt sein - und manchen muss das erst klargemacht werden -, dass er seine Rolle als Erzieher nur dadurch erfüllen kann, dass er sich selber um einen ständigen Ausbildungsprozess bemüht. Die Ausbildung und vor allem die Weiterbildung der Lehrer ist eine wichtige Voraussetzung, damit man überhaupt einen vernünftigen Schulunterricht betreiben kann.

Bei unserem Seminar in Vaduz haben wir über diese Fragen sehr eingehend diskutiert. Ich verweise vor allem auf den Anlagenbericht zu den Ergebnissen von Vaduz, in dem einzelne Referate zusammengefasst sind, aus denen man viele Anregungen entnehmen kann.

Man muss zum Beispiel überlegen - das spielt sicher für Länder eine Rolle, wo es Lehrerarbeitslosigkeit gibt -, ob man nicht bestimmte Zeiten für Lehrer einführt, in denen sie sich die Fortbildung widmen können, also ein sogenanntes Sabattjahr, wie man das einmal genannt hat. Das würde bedeuten, dass ein Lehrer ein Jahr lang völlig aus dem unmittelbaren Unterrichtsbetrieb herausgelöst wird. In dieser Zeit würde er dann weitergebildet.

Wir werden in Zukunft auch dadurch Probleme bekommen, dass die Menschen mehr Freizeit haben. Dadurch wird sich die Frage ergeben, was die Menschen mit ihrer Freizeit anfangen. Gehässigerweise könnte man fast sagen, dass wir bei den hohen Arbeitslosenziffern in einigen Ländern auch einen Unterricht brauchen, in dem die Arbeitslosen lernen, etwas mit der Zeit anzufangen, in der sie keine Arbeit haben. Da gibt es ja viele Möglichkeiten, diese Zeit zu verbringen. Wenn man weiss, dass mangelnde Mobilität und mangelnde Qualifikation oft eine Ursache für die Arbeitslosigkeit sind, dann ist hier eine unmittelbare Verbindung vorhanden.

In den Debatten ist auch von Streiks der Schüler gesprochen worden. Wie Sie alle wissen, gab es einen Streik der Lokomotivführer in Frankreich. Ich will sagen, dass sich hier die neue Zeit andeutet. Die Lokomotivführer gehen mit 50 Jahren in Pension, und sie haben fünfeinhalb Monate Urlaub im Jahr. Was tun sie in den fünfeinhalb Monaten ?

Es geht also um die Freizeitgesellschaft. Man braucht Animateurs, die den Leuten zeigen, wie sie ihren Urlaub verbringen können. Vor 50 Jahren gab es dieses Problem sicher noch nicht.

Lassen Sie mich ganz kurz, weil die Zeit drängt, nur noch darauf hinweisen, dass vieles von dem, was von den Rednern erwähnt oder kritisch angemerkt wurde, von uns in den Resolutionen 807, 929 und 963 vorher schon beschlossen worden war. Ich erwähne hier nur die Ausbildung zur Fairness im Sport - das hat der Kollege Burger angesprochen - oder die kulturelle Ausbildung.

Herr Präsident, lassen Sie mich an dieser Stelle kurz auf ein Sub-Amendement hinweisen, das wir vom Ausschuss aus zu dem Amendement des Kollegen Dejardin einbringen. Er ist damit einverstanden. Wir wollen seinen Kontext in unsere Entschliessung aufnehmen, aber zugleich im § 12 einen fünften Punkt hinzufügen.

Damit muss ich zu dem § 12 eine kurze Bemerkung machen. Ich war eigentlich überrascht, dass in der Diskussion niemand auf diesen Paragraphen eingegangen ist, denn er stellt den eigentlichen Kern dieser Resolution dar. Hier stehen schon vier Aufgabengebiete, und durch unser Amendement kommt nun ein fünftes hinzu. Wir fordern hier die Erziehungsminister auf, ihre Aufgabe zu erfüllen und dem Europarat konkrete Vorschläge zu machen, wo gemeinsam etwas getan werden kann. Das Interessante dieser Debatte war ja, dass in allen Ländern intern heftig über die Erziehungsfragen gestritten wird. Auf der europäischen Ebene sind wir jedoch, wie die Diskussionsbeiträge gezeigt haben, alle der gleichen Meinung.

Der Auftrag an die Erziehungsminister ist also das Entscheidende. Sie tagen im Mai, und wir haben uns einen Trick für diese Konferenz ausgedacht. Wir haben uns gesagt, wir sollten in dieser Konferenz der Erziehungsminister einmal einen Berichterstatter aus dem Europarat hineinschmuggeln. Dadurch, dass die Kollegin Hawlicek, die die Berichterstatterin war, jetzt in ihrem Lande Erziehungsministerin ist, haben wir sozusagen einen Agenten des Europarates in diese Konferenz der Minister hineingeschmuggelt. (Heiterkeit und Beifall) Wir hoffen, dass dies eine sehr wohltuende und vorzügliche Auswirkung bei der Konferenz in Hensinki haben wird. - Ich danke Ihnen. (Beifall)

Mr MÜLLER (Federal Republic of Germany) (Chairman of the Committee on Culture and Education)(Translation) chose to consider that the timing of the discussion at the end of the session reflected its importance. There had been a great change in the educational system in recent years in which two thousand years of tradition had been set aside. That change involved parents and teachers very closely. Children were now self-educated, particularly as a result of television and they no longer regarded teachers as the chief source of all knowledge. The education system had to change in order to cope with that. On a broader level, the rural-based economy that was the norm in former years had now become an urban one. New challenges had thus built up for the teaching profession and the old idea that education was a preparation for life had taken a new turn. Teachers would have to be trained in order to come to terms with the new position.

One possible way of lessening the problem of unemployment was by allowing more sabbaticals. Training for leisure was also a task for the new educational system. A sub-amendment would be proposed to the amendment by Mr Dejardin in paragraph 12 which would touch upon that. In another sub-amendment the committee proposed to ask the Standing Conference of European Ministers for Education for action to allow the Council of Europe to develop a concerted approach to the subject. All members were agreed on a common European appoach. Now that the Assembly had smuggled Mrs Hawlicek into the Sanding Conference as a kind of "fifth columnist", he hoped that the Standing Conference would take some positive action.

The PRESIDENT said that the Rapporteur and the Chairman agreed with Amendment No. 1. The Chairman of the Committee had proposed a sub-amendment to Amendment No. 2 which was acceptable to Mr Dejardin. With that sub-amendment the Chairman and Rapporteur were in favour of Amendment No. 2 as amended.

Amendment No. 1:

> In the draft resolution after paragraph 2, insert a new paragraph as follows:
>
> "Considering that education is a particularly effective way of improving inter-community relations and helping young people of immigrant origin to become integrated into the host community;".

M. DEJARDIN (Belgique).- Monsieur le Président, ces deux amendements, acceptés sur le fond par la Commission de la culture et de l'éducation, sont présentés au nom de la Commission des migrations, des réfugiés et de la démographie. Nous avons cru utile de nous saisir du sujet traité par ce rapport car depuis longtemps notre Commission se préoccupe, en collaboration d'ailleurs avec le secteur intergouvernemental, dont je salue la disponibilité en la matière, de relations intercommunautaires et de l'éducation des jeunes migrants.

S'il est exact, comme le dit notre collègue, Mme Hawlicek, suivie en cela par Mme de Azevedo, que nous vivons dans une société où interviennent des transformations sociales importantes, des modifications à caractère multiracial - je n'aime pas ce terme, disons plutôt multitechnique - des classes, il n'empêche que nos sociétés connaissent actuellement des pulsions de caractère xénophobe - la jeunesse n'est pas toujours absente des débats - dues à une incompréhension des uns et des autres. Nous notons des problèmes essentiellement relatifs aux communautés de religion musulmane. Cela est dû au fait que des gens ne connaissant pas l'Islam et attribuent à cette façon de vivre des préjugés absolument intolérables transmis de génération en génération par l'Histoire. Charles Martel n'est pas encore mort, Monsieur le Président.

Aussi souhaitons-nous saisir l'occasion qui nous est offerte pour demander à la Commission de la culture et de l'éducation, qui a effectué un important travail, de compléter sa réflexion et sa détermination en adoptant l'amendement.

Cette réflexion concerne non seulement les enfants mais également les enseignants. Ces derniers sont formés dans nos écoles normales, dans la perspective de services à rendre à la communauté nationale. Mais on ne les prépare pas en tout cas pas suffisamment, à affronter les difficultés pédagogiques que crée la présence dans leur classe, notamment au niveau primaire sinon secondaire, d'un grand nombre d'enfants à la connaissance approximative de la langue du pays d'accueil et aux valeurs culturelles tout à fait différentes.

Il faut également intervenir au niveau de la formation des maîtres afin de permettre une meilleure adéquation de la formation face à la société telle qu'elle se construit.

C'est ainsi, monsieur le Président, que, nous ralliant au sous-amendement présenté par la Commission et en la remerciant d'avoir amélioré notre texte, nous demandons que l'on prenne en compte, dans l'élaboration des programmes des enfants et des maîtres de la présence nombreuse, parfois majoritaire, dans les classes de jeunes issus des mouvements migratoires.

Mr DEJARDIN (Belgium)(Translation) said that he would speak to both of his amendments on behalf of the Committee on Migration, Refugees and Demography. His committee had taken a close look at the role of education in a multi-ethnic society. Education had an important role in combating xenophobic attitudes to migrants, particularly among young people. The promotion of racial harmony was essential for the development of modern society. He thanked Mr Müller for his proposed sub-amendment which improved the text of Amendment No. 2.

The PRESIDENT called for a vote on Amendment No. 1 by a show of hands.

Amendment No. 1 was adopted unanimously.

Amendment No. 2:

In the draft resolution, paragraph 12 (b), insert after sub-paragraph (ii) a new sub-paragraph as follows:

"consideration, when designing syllabuses, of the fact that classes include a large number, and sometimes a majority, of young people of immigrant origin;".

Sub-Amendment No. 1 to Amendment No. 2:

Complete and modify Amendment No. 2 as follows:

1. Insert, after paragraph 6 the following text:

"Believing that, when designing syllabuses, consideration should be given to the fact that ..." (the remainder of the amendment without change)

2. In paragraph 12 (b) after (ii) insert a further sub-paragraph as follows:

"intercultural education in the context of fostering better relations between children of migrant origin and the host community;".

The sub-amendment to Amendment No. 2 was adopted unanimously.

Amendment No. 2, as amended, was adopted unanimously.

(Continuing in translation).- We will now proceed to vote on the whole of the draft resolution contained in Doc. 5670, as amended.

Will those in favour of the draft resolution please raise their hands?

Those against?

Are there are abstentions?

The draft resolution in Doc. 5670, as amended, is agreed.

He asked Mrs de Azevedo to pass on the thanks of the Assembly to Mrs Hawlicek for all her work for the Assembly and their good wishes for her new post. He understood that since Mr de Azevedo had been called to new office, Mrs de Azevedo might also be leaving the Assembly. He wished her good luck for the future.

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